DOCUMENT RESUME

ED 022 485 52 LI 000 365

SCHOOL LIBRARIES IN THE UNITED STATES. A REPORT PREPARED FOR THE NATIONAL ADVISORY COMMISSION ON LIBRARIES.

National Advisory Commission on Libraries, Washington, D.C.; Nelson Associates, Inc., New York, N.Y.

Spons Agency-Office of Education (DHEW), Washington, D.C. Bureau of Research.

Bureau No-BR-7-0961

Pub Date Nov 67

Contract-OEC-2-7-010105-1523

Note-77p.

EDRS Price MF-$0.50 HC-$3.16

Descriptors-DEMONSTRATION PROJECTS, FEDERAL LEGISLATION, FINANCIAL SUPPORT, *LIBRARY FACILITIES, LIBRARY PROGRAMS, LIBRARY RESEARCH, *LIBRARY SERVICES, LIBRARY STANDARDS, *LIBRARY SURVEYS, MANPOWER NEEDS, *SCHOOL LIBRARIES, TECHNOLOGICAL ADVANCEMENT

Identifiers-*Elementary and Secondary Education Act of 1965, ESEA, Knapp School Libraries Project

Objectives of this survey were : (1) to assess the recent history, current status, and trends of school libraries, and (2) to outline alternative approaches to the solution of major problems. A literature review, interviews, and field visits revealed that school library service is undergoing rapid development because of school library professional leadership, improved methods of instruction and instructional materials, higher library standards, and improved financial support. State education departments are also taking a more active role in library development. Major problems are: the absence of libraries in many schools, the gap between national standards and existing resources, the need to rapidly implement the use of new materials and techniques, difficulties in establishing adequate school library programs in the inner city and small school systems. , high capital cost of library facilities, critical manpower needs, inadequately supported state school library supervisory programs, no provision for staff or equipment in ESEA Title II, the copyright problem, inadequate statistics, the need for research, and the need for centralized technical processing and district materials centers. Some of the suggested solutions to these problems involve action through public policy while others require action within the school library profession. A bibliography of 30 items is appended. (JB)

BR-7-0961
P.A. 52
LI 000 365

ERIC/CLIS

SCHOOL LIBRARIES IN THE UNITED STATES

ED022485

ELSON ASSOCIATES, INCORPORATED

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL OFFICE OF EDUCATION POSITION OR POLICY.

SCHOOL LIBRARIES IN THE
UNITED STATES

A Report Prepared for the National
Advisory Commission on Libraries

Nelson Associates, Incorporated

November 1967

"PERMISSION TO REPRODUCE THIS [redacted] MATERIAL HAS BEEN GRANTED BY DR. MELVILLE J. RUGGLES TO ERIC AND ORGANIZATIONS OPERATING UNDER AGREEMENTS WITH THE U.S. OFFICE OF EDUCATION. FURTHER REPRODUCTION OUTSIDE THE ERIC SYSTEM REQUIRES PERMISSION OF THE [redacted] OWNER."

This report is submitted solely for the information
and benefit of the client to whom it is addressed.

The work reported herein was performed
pursuant to a contract with the United States
Department of Health, Education, and Welfare
Office of Education

NELSON ASSOCIATES. INCORPORATED • 845 THIRD AVENUE. NEW YORK. N.Y. 10022 • 212 HA 1-3110

November 15, 1967

Dr. Melville J. Ruggles, Executive Director
National Advisory Commission on Libraries
200 C Street, S. W.
Washington, D. C. 20204

Dear Dr. Ruggles:

We are submitting herewith our final report on school libraries for the National Advisory Commission on Libraries. We are pleased to have been associated with the important undertaking in which the Commission is engaged and hope that the material contained in this document - along with our reports on state library agencies, public libraries and undergraduate and junior college libraries - will enhance its present deliberations and, thereby, the cause of library and information service in the future.

Very truly yours,

NELSON ASSOCIATES, INC.

MANAGEMENT CONSULTANTS • CABLE ADDRESS. NELSONCONS • BRANCH OFFICE WASHINGTON. D.C.

ADVISORY COMMITTEE

FOR THE STUDY OF SCHOOL LIBRARIES

Miss Lura E. Crawford
Head Librarian
Oak Park River Forest High School
Oak Park, Illinois

Dr. Richard L. Darling
Director, Instructional Materials
Montgomery County Public Schools
Montgomery County, Maryland

Miss Mary Virginia Gaver
Professor
Graduate School of Library Service
Rutgers, The State University

Dr. Frances Henne
Professor
School of Library Service
Columbia University

Miss Nina Jean Mahaffey
School Library Consultant
State Department of Education
Phoenix, Arizona

Mrs. Faith Murdoch
Director of School Libraries
Detroit Public Schools
Detroit, Michigan

A. K. Trenholme
Director
Department of Instructional Materials
Portland Public Schools
Portland, Oregon

Miss Carolyn Whitenack
Associate Professor
Library and Audio-Visual Education
Purdue University

Nelson Associates wishes to acknowledge the guidance, assistance and encouragement that was so generously extended by the members of the Advisory Committee throughout the course of this study.

All of the members of the Advisory Committee have endorsed this report.

TABLE OF CONTENTS

Page

PREFACE i

Chapter 1 INTRODUCTION 1

THE HISTORICAL DEVELOPMENT OF SCHOOL LIBRARY SERVICE 3
CURRENT SCHOOL LIBRARY DEVELOPMENT 6
THE ROLE OF THE SCHOOL LIBRARY PROGRAM IN INSTRUCTION 6
SCHOOL LIBRARY SERVICES 7
THE EXPANDED CONCEPT OF THE SCHOOL LIBRARY SERVICE ROLE 8
SUMMARY 9

Chapter 2 SCHOOL LIBRARY RESOURCES; ACCESS AND USE 10

INSTRUCTIONAL MATERIALS FOR SCHOOL LIBRARIES 10
  The Kinds of Materials Currently Used in School Library Programs 10
  Selection, Review and Evaluation of Materials 11
  Centralization and Decentralization of Collections 12
  The Use of Materials in Instruction: The Importance of the Teacher 14
  Student Access to Materials 15
    The Importance of School and System Size 16
    The Importance of Adequate Equipment 17
    The Importance of Flexible Scheduling 18
    The Importance of the "Fair-Use" Doctrine 19
    The Importance of Cooperative Arrangements with Other Libraries 19

SCHOOL LIBRARY FACILITIES 19
SCHOOL LIBRARY MANPOWER 20
  Supporting Personnel in the School Library Program 21
  Supervisory Personnel for School Library Programs 22

Chapter 3 RESEARCH AND DEMONSTRATION; PLANNING AND THE FORMULATION OF STANDARDS 23

DESCRIPTIVE AND EXPERIMENTAL RESEARCH 24
SCHOOL LIBRARY DEMONSTRATIONS: THE KNAPP SCHOOL LIBRARIES PROJECT 25
  Phase I: The Knapp Project and Elementary Schools 28
  Phase III: The Knapp Project and Secondary Schools 30

SETTING STANDARDS: NATIONAL, REGIONAL AND STATE LEVELS 33
  National Standards 33
  Regional and State Standards 34

TABLE OF CONTENTS
(continued)

Page

PLANNING SCHOOL LIBRARY SERVICES: STATE, SYSTEM AND SCHOOL LEVELS 37
    Planning School Library Services at the State Level 37
    Planning School Library Services at the System and School Levels 38

Chapter 4 ADMINISTRATION OF SCHOOL LIBRARY PROGRAMS 40

RESPONSIBILITIES OF THE STATES 40
    The State School Library Supervisor 44

SCHOOL LIBRARY SUPERVISION AND SERVICES AT THE SYSTEM LEVEL 45

Chapter 5 FEDERAL LEGISLATION AFFECTING SCHOOL LIBRARY PROGRAMS 47

THE ELEMENTARY AND SECONDARY EDUCATION ACT OF 1965 47
THE NATIONAL DEFENSE EDUCATION ACT 50
THE VOCATIONAL EDUCATION ACT 50
THE ECONOMIC OPPORTUNITY ACT 51
THE HIGHER EDUCATION ACT 51
THE NATIONAL FOUNDATION ON THE ARTS AND HUMANITIES ACT 52

Chapter 6 MAJOR TRENDS IN SCHOOL LIBRARY DEVELOPMENT 55

REVISION OF STANDARDS 55
FEDERAL SUPPORT FOR SCHOOL LIBRARY PROGRAMS 56
EMPLOYMENT OF SUPERVISORY AND SUPPORT PERSONNEL FOR SCHOOL LIBRARY PROGRAMS 56
THE "UNITY OF MATERIALS" CONCEPT 56
PRODUCTION AND DUPLICATION OF INSTRUCTIONAL MATERIALS WITHIN THE SCHOOL SYSTEM 56
USE OF NEW TECHNOLOGY 57
PROVISION OF CENTRALIZED SERVICES 57

Chapter 7 THE PROBLEMS OF SCHOOL LIBRARIES AND APPROACHES TO THEIR SOLUTIONS 58

Appendix A BIBLIOGRAPHY 67

Preface

This report concludes a study undertaken for the National Advisory Commission on Libraries in the summer and fall of 1967 aimed at evaluating the role, status and needs of school libraries in the United States. The scope of this survey did not extend to the conduct of original research. Rather, the objectives were to assess the recent history and current status of school libraries, to describe trends in their development, to identify problems they face and to consider possible future directions they might take. From the outset, it was understood that this document should give particular attention to the outlining of alternative approaches to the solution of major problems identified. Accordingly, these alternatives have been placed within the framework of public policy in order to provide a basis for deliberation and choice by the Commission.

The views presented in the seven chapters of this report grew out of conferences with the Advisory Committee; a study of the literature on school libraries; and, selected interviews and field visits.

Chapter 1

INTRODUCTION

School libraries exist to serve students, teachers and the educational goals of the schools. The development of school library service in the United States today and the problems connected with it are closely related to trends in education in general.

Public school library service, like all of public elementary and secondary education, is the responsibility of state government. "There are three major branches of government which usually have responsibility for state educational policy: the state governor, the state legislature, and state education boards. Each state has a state educational leadership agency - the state department of education - to head its common school system and to develop policy according to the authority vested in it by the state government. Certain legal responsibilities, such as establishing regulations and standards, promoting research and school programs, providing consultative services, accrediting institutions, and making reports, devolve on state departments of education. The school libraries are generally a constituent part of these responsibilities."[1]

The fact that the basic responsibility for public school library service lies at the state level has not meant that state departments of education have, in every case, been very active in organizing and promoting programs of library service in the schools. Every state department of education has, however, been involved to some degree in school library service. In recent years, especially since 1960, these involvements have increased markedly.

Library services in independent and parochial schools depend on the discretion of the governing body of each school. Whether or not there is a library, how it is operated and the level of support it receives, have depended upon the priorities each school's administrators and teachers attach to various educational services and upon the resources at their disposal. Public provison of instructional materials for students and teachers in private as well as public schools has increased the levels of resources available to support library services in these institutions.

Most of the support for public school library programs, like that for other services in elementary and secondary education, has come from revenues generated at the local level, principally through property taxation. Considered on a nationwide basis, this support has not been strong in past decades. In fact, "...the general public has frequently, even when it supported the schools, assigned a low priority to such 'frills' as school library programs or instructional materials."[2] The result has been a situation in which "more than 10 million children go to public schools with no school libraries; more than half of all public schools have no library."[3] While the immediate cause of this situation has been the lack of financial support for school libraries, the attitudes and priorities of teachers and school administrators at all levels have also been underlying factors.

---

[1] Beach, Fred F. and Will, Robert F. The State and Education. Washington, D. C.: U. S. Office of Education, 1958; quoted in Mahar, Mary Helen. State Department of Education Responsibilities for School Libraries. Washington, D. C.: Office of Education, 1960.

In the early 1960's, the development of school library service gained impetus. This movement has continued to gather momentum, and with the participation of the federal government through the Elementary and Secondary Education Act of 1965, it has assumed massive proportions. The Knapp School Libraries Project - a national school library demonstration effort - ranks as a major influence of the 1960's for improvement in school library service, as does the School Library Development Project - which attempted in 1961-62 to encourage and assist state and local groups in implementing the 1960 national standards. Although school teachers and administrators have contributed to changing attitudes about the importance of library services in elementary and secondary education, the American Association of School Librarians has assumed a leadership role in communicating the need for rapid development of library programs in schools across the country.

The AASL published a revised set of standards for school libraries in 1960,[4] which set high goals, both qualitatively and quantitatively, for school library programs. In general, very few, if any, school library programs in operation at the time could claim to meet the standards completely. This was more a reflection of the low effectiveness of most school libraries than an indication that the standards were "too high." State and regional standards for school libraries were revised upward in the years following the publication of the new standards. This process was guided and accelerated by the School Library Development Project.[5] In a sense, too, the Knapp School Libraries Project was a direct outgrowth of the publication of these standards. The Knapp Project had as one of its central aims the creation, in different parts of the country, of selected school library programs designed to meet national standards, so that a "complete" program of school library services could be observed and evaluated.

---

[2] Gaver, Mary V. "Crisis in School Library Manpower - Myth or Reality?" in American Library Association. School Activities and the Library. Chicago: the Association, 1967.

[3] U. S. Office of Education Statistics for 1962; quoted in Nation's Schools, March, 1966. p. 85.

[4] American Association of School Librarians. Standards for School Library Programs. Chicago: American Library Association, 1960.

[5] Kennon, Mary Francis and Doyle, Leila Ann. Planning School Library Development. Chicago: American Library Association, 1962.

The quantitative and qualitative standards specified in Standards for School Library Programs are still not met by many school libraries across the country. A large gap continues to exist between the level of development envisioned in the standards and that which has actually been achieved, despite the fact that the standards are supposed to be viewed as necessary minimum levels of achievement. Nevertheless, progress has been made. From the vantage point of 1967, the publication in 1960 of Standards for School Library Programs appears to have been a turning point in the development of school library programs in elementary and secondary education in the United States.

THE HISTORICAL DEVELOPMENT OF SCHOOL LIBRARY SERVICE

The development of school libraries in the United States involved not only public schools but public libraries, state departments of education, state library agencies, the National Education Association, the American Library Association, and private foundations.

The first public support for public school libraries was given by New York State; the date has been given variously as 1835 and 1838. In that first law, state funds were offered on a matching basis to school districts which agreed to use their own funds to buy books for district libraries. A number of other states followed New York's lead, and by 1875 some 20 states provided aid for school libraries. Interestingly enough, the early efforts in New York State proved unsuccessful. The law provided money for books but made no provision for supervision of school libraries or for book selection. Reports made in the early 1860's indicated that the school district libraries were little used, that the books selected were more suitable for adult readers than for pupils in school and that the book collections were poorly maintained. The funds which had been used to establish these district libraries in New York were reassigned for teachers' salaries in 1864.

The problems which arose in New York were paralleled in other states, and by 1876 the total number of volumes in school libraries throughout the country was declining.[6]

While these developments were taking place, the question of library service to young people was under debate. For the most part, public libraries did not serve children below the ages of 12 to 14, a practice that was deplored in the United States Government report Public Libraries in the United States of America in 1876.[7] In the years following that report, a number of library leaders emphasized the importance of library service to young people, along with the principle of cooperation between public libraries and schools. In 1890, the public library in Brookline, Massachusetts established a children's room and other cities soon followed suit.[8] In 1897, the President of the American Library Association appointed a committee to study the interrelationship between the ALA and the National Education Association. The report of that committee gave official support to the principle of cooperation between public schools and public libraries.[9] Even then, the principle of cooperation could not solve all problems. A heated controversy arose between those who favored independent school libraries and those who believed that the public libraries should provide services to school children.

---

[6] It is worth noting that many of the states which made early provisions for school library service placed responsibility for that service in state education departments. Later, some states placed the responsibility in state library agencies. In most states, responsibility for school libraries is presently assigned to the state education department while a few states still delegate the responsibility to the state library agency.

The movement to establish independent school libraries which had begun in the 1830's and '40's only to falter in the '60's and '70's began to revive, especially in secondary schools. Between 1890 and 1895 the number of libraries in the nation's high schools increased from fewer than 2,500 to nearly 4,000. Some of these were independent of public libraries and some were not. By 1913, there were four types of libraries in high schools:

1. a separate library housed in the high school building, supported by school funds and administered by the board of education and supervised by a teacher or a trained librarian for the exclusive use of students and teachers;

2. a central public school library housed in a senior high school but organized for all of the schools in the city, usually under the supervision of a trained librarian, with a branch library in each of the public schools;

3. a public library branch housed in a high school - or a collection of books loaned by the public library to the school for a definite period of time - under the supervision of a teacher or a public library assistant; and,

4. a school library housed in a high school, supervised by a teacher and organized to serve the community as a public library after school hours.

---

[7] Eaton, John. Public Libraries in the United States of America, Their History, Condition and Management: A Special Report. Bureau of Education, Department of Interior. Washington: Government Printing Office, 1876.

[8] The Public Library in Hartford and New Haven, Connecticut may actually have preceded Brookline in taking this step.

[9] Quoted in Broderick, Dorothy M. "Plus Ça Change: Classic Patterns in Public/School Library Relations." School Library Journal, May 15, 1967.

Changes in attitudes toward instruction and a new appreciation of the importance of non-text materials were related to this growth in school library services. As the "child centered" school became more popular, so did the school library. Available resources continued to be quite sparse, however, and book collections tended to be small and poor in quality. The placement of library resources within the schools sparked debate over the relative merits of classroom as opposed to central collections. Elementary schools tended to establish classroom collections, largely because the resources at their disposal were meager, while most high schools moved to establish central libraries. Rural schools usually lagged behind their urban counterparts in the provision of library services, even as they do today, and traveling book collections from public or county libraries were made available to rural schools in some parts of the country.

The cooperative study of library service to school children made by the ALA and the NEA in 1897 led to the establishment of school library sections within both organizations.[10] One of the first joint efforts of these units was the preparation of a list of recommended books for school libraries and a statement of school and public library objectives. This cooperative effort was, in part, a response to the administrative problems faced by public libraries serving the schools.

Studies and reports prepared by the ALA and the NEA had a strong influence on the improvement of school libraries, especially between 1915 and 1933. The development of standards for accreditation of schools, which began in 1933, has also stimulated the improvement of school libraries. Several private educational foundations, including the Carnegie Corporation, the General Education Board, the Rosenwald Fund and the Rockefeller Fund contributed to school library development in the 1920's and '30's.

By 1927, 45 of the 48 states had laws governing the establishment of school libraries. The depression slowed the development of school libraries, however. The need to economize perpetuated public library involvement in school library services. A common measure was the "single library system," involving the deposit of books owned by a public library in the school or simply the housing in the public library of material intended for school students. The establishment of school libraries increased after the end of the second world war. Nevertheless, in 1962, slightly more than 50% of all the school facilities in the 50 states and the District of Columbia were still without centralized school libraries. While approximately two-thirds of all elementary schools had no centralized libraries, they had been established in well over 90% of all secondary schools.

---

[10] Today, the American Association of School Librarians is both a division of ALA and a department of NEA.

CURRENT SCHOOL LIBRARY DEVELOPMENT

The last publication of national statistics on public school libraries was for the 1962-63 school year.[11] Of 83,428 schools in school systems enrolling at least 150 pupils in 1962-63, 58.9% had centralized libraries. Over 97% of the 17,000 or so secondary schools and 89.6% of the nearly 7,000 combined elementary-secondary schools had centralized libraries. In the more than 59,000 elementary schools, however, only about 44% had centralized libraries. Thus, nearly 98% of approximately 12 million pupils enrolled in secondary schools, 92% of approximately 3 million pupils enrolled in combined elementary and secondary schools, and less than 58% of approximately 21 million pupils in elementary schools attended schools with centralized libraries in 1962-63.[12]

Titles I and II of the Elementary and Secondary Education Act of 1965 have enabled many school libraries to expand their collections and services. They have also served as a stimulus for the establishment of school libraries where none existed before. For example, the Maryland state plan for Title II provided special incentive grants to schools which proposed to establish a centralized library.[13] Preliminary figures from the U. S. Office of Education indicate that nearly 62,000 elementary school libraries were expanded and over 3,500 centralized libraries were established in public elementary schools in 1966 as a result of Title II.[14] While ESEA has produced dramatic results, it is amply clear that many schools still do not have any or do not have adequate school libraries.

THE ROLE OF THE SCHOOL LIBRARY PROGRAM IN INSTRUCTION

In general, the school library has begun to play a greater role in the school's educational mission than it did in the past. The growing acceptance of independent study and the individualization of instruction[15] in the nation's schools has accounted for the increased importance of the school library program in school curricula. The development of team teaching has also influenced the role of the school library in elementary and secondary education. Finally, it should be noted that curriculum revision in many areas - mathematics, chemistry, and biology among them - has stressed the need for more and better learning materials.

---

[11] Effective reporting and compilation of current statistical information is one of the most pressing problems facing school library service today. It is discussed in Chapter 3 of this report.

[12] U.S. Office of Education. Public School Library Statistics,1962-63. Washington, D.C.: Government Printing Office, 1964.

[13] Darling, Richard L. "Current Activities in School Libraries." Bowker Annual, 1967.

[14] U. S. Office of Education. Annual Reports of Title II, Elementary and Secondary Education Act for Fiscal Year 1966. (unpublished).

[15] J. Lloyd Trump, Director of the Commission on the Experimental Study of the Staff in the Secondary School, has proposed a plan (widely known as the "Trump Plan") for organizing instruction which would facilitate individualization of instruction through team teaching and a division of the student's time. According to this plan, the student would spend 40% of his time in large-group formal lectures, 20% in small-group discussions, and 40% in independent study. Since it is the responsibility of the school library to provide the learning resources students require in pursuing independent study, this division of student effort has major implications for school library programs. See Focus on Change: Guide to Better Schools by J. Lloyd Trump and Dorsey Boynham.

School libraries affect their own importance to the educational function of the school by promoting a policy that makes more and better materials easily accessible to all students. Thus, the school library serves as a direct instrument of instruction when the instructional program is organized to include independent study. In these circumstances, the school library program is able to make a maximum contribution to the instructional program.

A school librarian may participate directly in instruction as a member of a teaching team. In any event, he will have direct contact with groups of students when he gives instruction on library materials and their use, and he will have many opportunities to reach students through informal contacts in the library. The school librarian performs an instructional function just as other teachers do, although his teaching role is centered on the resources and services of the school library.

While a fully developed team-teaching system places great emphasis on independent study and takes maximum advantage of the library, it is by no means necessary that team-teaching be present in a school in order to establish an effective library program. It is essential, however, that appropriate library resources and services, provided by a qualified library staff, be available in each school. Students' time should be scheduled so that they are able to make use of library services and resources, and teachers should plan their teaching in such a way that the use of instructional materials is an integral part of the teaching/learning process.

SCHOOL LIBRARY SERVICES

The school library cannot perform its function in the educational program by simply acquiring and processing materials and making them available for use. The library must create an active program of services for students and teachers if it is to function effectively. A wide variety of services can be performed, some of which are mentioned below.[16]

Important services provided by school library programs to students include: increasing the accessibility of library materials by means of photo duplication; reserve book and multiple copy service; duplication of titles through provision of paperbacks; interlibrary loan; home use of reference and audio-visual materials; provision of equipment for the use of A-V materials; extended library hours; general instruction in library use and library orientation, as well as library instruction integrated with specific subject areas; reading guidance for individual students and groups of students; the provision of vocational materials, college catalogs and other materials for assistance to students in planning their post-graduation careers; school newspaper publicity and book reviews; and, school programs on libraries and books.

---

[16] This material is based on: Gaver, Mary V. and Jones, Milbrey L. "Secondary Library Services: A Search for Essentials." Teachers College Record, v.68, December, 1966.

Important library services for teachers include: assistance and coordination with the instructional materials aspects of curriculum and course planning; consultation with faculty members on resources and services; provision of materials for classroom collections and for classroom use of reference and A-V materials; orientation of new teachers on the materials and services the library program makes available; special releases on new acquisitions and services; and, provision of collections of professional materials in individual school buildings and in district materials centers.

In addition to direct services to students and teachers, the library performs certain general services, such as: consultation and coordination of its activities with other school libraries and with public libraries; library talks to parents and youth groups; publicity and book reviews through outside agencies; participation in book fairs; observation of book weeks and library weeks; and, other special celebrations or observances.

In the past, school libraries have tended to emphasize, because of their limitations in staff and resources, those services which could be made available to a maximum number of students and teachers at a minimum of time and expense.[17] The situation is changing rapidly as greater resources of staff, materials and equipment become available for use in school library programs.

THE EXPANDED CONCEPT OF THE SCHOOL LIBRARY SERVICE ROLE

In the past, the school library was a facility which was usually open and available to students during school hours only. Three recent developments have altered this pattern. First, school libraries increasingly are opening before classes begin and/or staying open for one or more hours in the afternoon after classes end. Second, there has been an increased interest in many areas in providing school library services for pre-school children. Third, in some parts of the country, school libraries are providing supervised night and weekend study sessions for students.

---

[17] Ibid.

SUMMARY

School library service in the United States is undergoing intensive and rapid development at the present time. After more than a century of fitful and sporadic development which left more than half of all elementary schools without centralized libraries and which, for the most part, left existing school libraries understaffed and short of resources of every kind, an upward movement is taking place. This has been brought about by active leadership within the school library profession; by changes in methods of instruction and improvement in the quality, quantity, and variety of instructional materials available; by upward revision of school library standards; and, by increased financial commitments on the parts of states and school systems, but most notably, the federal government.

Policy affecting library services in the public schools is a responsibility of state government. Many states, through their state education departments, are taking a much more active role in the development of public school library services in the 1960's than they have in past decades.

This report applies primarily to library services in public schools, but much of it applies to private schools as well. Library service in these institutions is at the option and discretion of the individual schools. A great many private schools do not have adequate library services, although a few well-supported private schools have maintained excellent library resources and services. Some public assistance to improve library services for students attending private schools has been given under the provisions of Title II of ESEA.

Little distinction is made in this report between library services in elementary and in secondary schools. State and local responsibilities for school libraries typically extend to both grade levels. Moreover, the aims of library services in schools at the two levels are essentially similar. There are, of course, inevitable differences in the instructional materials and the specific library services offered in elementary and secondary schools, but the use of instructional materials and the library services which make them accessible are of equal importance.

Chapter 2

SCHOOL LIBRARY RESOURCES; ACCESS AND USE

The library's basic resources - printed materials, personnel to make these accessible to users and adequate physical facilities - are as vital to school libraries as they are to other kinds of libraries. In addition, school libraries are turning more and more to the provision of non-print materials for students and teachers. These materials must be supported by new facilities and staff services.

If instructional materials are to be brought to bear on instructional programs effectively, economically and efficiently, a number of administrative arrangements and educational practices must be brought into play. Teachers must be convinced of the importance of making extensive use of library resources in their teaching, a factor perhaps more important than any other, and materials must be easily accessible to students. Making them accessible effectively and economically requires a variety of arrangements and techniques.

INSTRUCTIONAL MATERIALS FOR SCHOOL LIBRARIES

One of the dominant themes in the development of school library service in the United States today is that the content of a piece of material is more important than the medium in which it is presented. One medium may be more appropriate than another for the presentation of a particular topic, but materials in virtually all media can appropriately be used in instruction and all are within the province of the school library. This view has been referred to as the "unity of materials concept." It is manifested in the growing use of the term "instructional materials center" or "media center" in place of the more conventional term "school library." Though the more conventional term is used throughout this report, the newer one is gaining currency. The term "school library" is used in this report with the full range of materials and services offered by the modern school library in mind.

The Kinds of Materials Currently Used in School Library Programs

The Montgomery County, Maryland Public School System offers one of the better examples in the nation of well developed school library services on a system-wide basis. According to that system's handbook for teachers and librarians on review and evaluation procedures:

> "Instructional materials are those items which are designed to impart information to the learner in the teaching-learning process. A wide variety of instructional materials is essential for the best instruction. Instructional materials may be consumable and expendable but are generally non-consumable and fairly durable such as:
>
> BOOKS: Library, Texts,
> Reference, Supplementary
>
> CHARTS
>
> FILMS
>
> FILMSTRIPS
>
> GLOBES
>
> MAPS
>
> MODELS
>
> MAGAZINES
>
> NEWSPAPERS
>
> PICTURES
>
> RECORDINGS: Tape,
> Phonograph
>
> PROGRAMMED MATERIAL
>
> SLIDES
>
> SPECIMENS
>
> TRANSPARENCIES
>
> WORKBOOKS." 18

In addition to these items, the Montgomery County System uses microfilmed materials and various specimens of real objects. For example, an elementary school library may have a lump of coal in its collection. Many instructional materials are produced within the system, either in the schools or in a separate facility known as the Instructional Materials Center. Transparencies, audio-tape and video-tape programs are among the materials produced at the centralized IMC. Video-tapes produced are broadcast on an educational television channel for reception in local schools.

The Standards for School Media Programs, now in preparation, mentions all of the above kinds of materials plus several others. While quantitative standards will not be included in this document,standards for every type of material and the appropriateness of all kinds of materials to programs of instruction is being recognized and promoted.

Selection, Review and Evaluation of Materials

It is important that both teachers and librarians be involved in selecting, reviewing and evaluating materials. Librarians can contribute to the process from their knowledge of materials and of their sources. Teachers need to be involved because it is they who will make

---

18 Montgomery County (Md.) Public School System. Review and Evaluation Procedures for Textbooks and Instructional Materials. (mimeographed).

use of the materials in instruction. Materials are apt to be used in the instructional program if teachers participate in their acquisition.

The Montgomery County System maintains a review center at which publishers' catalogs, sample books and examples of newly released instructional materials may be inspected by teachers and librarians. A number of committees of teachers and librarians select, review and evaluate these materials. The system handbook on review and evaluation goes on to state:

> "The most important objective in all evaluation procedures is to locate and make available for teachers and pupils the most suitable material that can be found in the various subject areas.
>
> "Materials should be evaluated by those who are to use them. Group evaluations are generally preferable to individual evaluations. Evaluations are best when they are based upon the actual experience of using the materials in a teaching-learning situation.
>
> "Instructional materials should be considered in terms of the total curriculum and should be closely coordinated with curriculum revisions to assure current and suitable materials.
>
> "General criteria to be applied when evaluating all types of instructional materials are:
>
> a) appropriateness to a particular curriculum
> b) appropriateness to a particular grade level
> c) authenticity
> d) contribution to learning
> e) quality
> f) good value in terms of purchase price."[19]

Centralization and Decentralization of Collections

Collections of materials may be centralized or decentralized within the individual school, whether it consists of a single building or is a multi-structure complex. Moreover, some materials may be kept in storage collections central to the entire school system. Within the individual school, it is vital to have an adequate quantity, quality and variety of materials on hand. The geography of their location is probably less important, though there are persuasive economic arguments against extensive decentralization of collections within an individual school. Centralized collections enjoy cost advantages because they do not require the same level of duplication of materials and staff as do decentralized collections. The latter, if they are present, should be an addition to, and not a substitute for, the centralized collection and a professional librarian should be in charge of each facility.

---

[19] Ibid.

Centralizing collections of materials allows a student doing independent study to cross from one discipline to another in pursuit of different aspects of his topic. Materials are located near the catalogs, indexes and bibliographies which facilitate their use. There are advantages, on the other hand, in having collections of materials available in departmental areas in secondary schools. Ralph Ellsworth advises that the solution lies in a compromise between decentralization and centralization. In schools which are not large or affluent enough to afford subject collections in the various departments, each having its own set of reference tools and a staff librarian, "a way of retaining the advan-

> "a way of retaining the advantages of a strong central library to meet the needs of the independent searcher and the decentralized collection for stimulation of group teaching, is to have a central library that provides extensive book truck service to the point where teaching is done. In this kind of system, there should be a preparation room in the library where the library staff and teachers can assemble on book trucks or mobile carts the materials that are to be taken to a room for the duration of a project. (The book trucks, incidentally, should be designed with dividers or slots to hold film, tape, records, and instructional models, as well as books.) This takes time and money to do well. However, the possibility of providing high quality service at a cost the school can afford is probably greater in this system than in one that is highly decentralized, for what is likely to happen in the latter is that the school will try to get along without the services of an adequate library staff, and the needs of the independent student will be neglected." [20]

Another way to get subject field materials into departmental areas is to use paperbacks. In a 1966 article in Nation's Schools, the Director of School-Community Relations for the Mt. Vernon (New York) Public Schools wrote:

> "The idea for a paper-back library in every classroom more or less had a 'grass-roots' origin. For three years a teacher's social science curriculum committee had annually recommended the purchase of paper-backs in large numbers for classroom use. Each year the recommendation fell by the roadside. The committee tried again at the annual report meeting in January 1965. This time it succeeded beyond its fondest hopes. The Board authorized enough money to purchase some 4,000 paper-backs and put the committee to work selecting the titles.

---

[20] Ellsworth, Ralph E. and Wagener, Hobart D. The School Library: Facilities for Independent Study in the Secondary School. New York: Educational Facilities Laboratories, 1963.

> "Within two months every social science and history teacher in the secondary schools received an initial shipment of 60 to 70 paper-back books suitable for his subject and grade-level. The uses to which the paperbacks were put were carefully watched and evaluated. In almost every class, the teaching methods were greatly improved; pupil interest livened up. Two practices were most apparent. With an abundance of light, compact and inexpensive paper-backs on hand, the teachers would assign chapters dealing with the same subject in different books to several students. Each pupil would describe the events as narrated by the author and the interpretation given to them. The class would then discuss and evaluate the different versions. They thus derived a well-rounded knowledge of the issues or incidents involved in addition to learning the rudiments of historic criticism with its evaluation of fact and discernment of bias." [21]

While it is essential for teachers to be intimately involved in the selection of paperbook materials to be used in programs like the one described above, the acquisition of paperbook collections for classrooms should be a library responsibility and thereby integrated with the provision of all resources of teaching and learning for the school program.

The Use of Materials in Instruction: The Importance of the Teacher

The necessity of involving teachers in instructional materials programs is emphasized heavily in the literature on school libraries. If teachers do not attach importance to the use of multiple sources of information, students can hardly be expected to do so. Professor Paul W.F. Witt of Teachers College, Columbia University, points out that

> "...if we are to have high quality education appropriate to the times in which we live, teachers and pupils must make proper and effective use of a wide variety of materials and other resources. Clearly, this means that teachers must be motivated and prepared to use all tools of instruction; teachers and pupils must have access to and use widely all media of communication; print, graphic and pictorial representation, recorded auditory and visual images, and the like." [22]

---

[21] Franko, Alfred M. "Why Mount Vernon put a Library in each Classroom." Nation's Schools, March, 1966.

[22] Witt, Paul W. F. "Pre-service Education of Teachers in the Selection and Use of All Types of Instructional Materials with Implications for the School Library," in U.S. Office of Education. The School Library as a Materials Center. Washington:Government Printing Office, 1964.

It is likely that the motivation and preparation of teachers to select and use instructional materials is to a large degree dependent, especially early in their careers, on the nature of their pre-service education. It is essential that instructors who prepare teachers believe in the importance of the use of all types of instructional materials in teaching, a belief which can be transmitted both by precept and by example. Professor Witt goes on to quote the 1960 Standards for School Library Programs relative to the preparation of teachers. Directors of teacher education programs should:

> "1. Require the prospective teacher to take courses dealing with printed and audio-visual materials for children or young people.
>
> 2. Make certain that relevant material about and references to school library services, resources, and facilities are incorporated in courses in school administration, supervision, curriculum, instructional methods, guidance, and other areas.
>
> 3. Provide a comprehensive and functional collection of children's books, books for young people, films, filmstrips, recordings, textbooks, and other materials appropriate for youth.
>
> 4. Make arrangements so that the use of the services and resources of an excellent school library is a natural part of the prospective teacher's practice teaching."[23]

Efforts to involve teachers in the instructional materials program must continue when teachers are in service. Teachers, supervisors, librarians and principals must all participate in planning which improves instruction, and correspondingly, the instructional materials center. A program of materials selection, review and evaluation which involves teachers as well as librarians will tend to encourage their use of a variety of materials.

Student Access to Materials

In order for a student to have proper access to instructional materials, the first and most obvious requirements is that these materials be present in the school. Too often, students and their teachers have not been able to make extensive use of materials from the school library because the materials have not been present in sufficient quantities. In many cases, but especially in elementary schools, there is no school library. This situation is changing rapidly in response to federal legislation and a greater awareness of the importance of school library service. However, few school libraries in the country meet even the 1960 standards for size of collection. Clearly, much remains to be done in building school library collections around the country.

---

[23] American Library Association. op cit.

The question of student access to materials involves a number of important considerations. The enrollment in the individual school and in the parent school system or district needs to be large enough to make adequate basic collections economically feasible in terms of per student cost. Library staff must be available, since the library program should encompass not just a collection of materials but a program of services as well. Class scheduling ought to be flexible enough to allow students time to use the library. It should be open during non-school hours. Equipment for the use of non-print materials should be made available.[24] Cooperative arrangements with other libraries should exist for those students who exhaust the resources of their own school libraries in particular areas.

The Importance of School and System Size. Unless it is unusually well-supported on a per pupil basis, a school needs to be above a certain minimum size to make it economically feasible to come even close to meeting ALA standards for a minimum basic collection. A school of only 200 students has to spend considerably more per student than does a larger school in order to meet the minimum requirement for size of book collection, for example.

It is a distinct advantage from the point of view of library service that the system contain a sufficient number of schools to make centralized services economically feasible. Systemwide cooperation in storage and use of expensive or seldom used materials, as well as provision of other services on a centralized basis, is highly desirable. Although it is desirable to keep copies of often used films on hand as part of the permanent collection in each school, a centralized collection of 16 mm films, for instance, enables the system to meet high standards for film collections without incurring excessively high cost per student. A small school district may be well-supported if it is located in a prosperous constituency, but one which is not so fortunate may suffer. The problem of urban school districts which have seen their tax bases diminish as the more affluent move to the suburbs can be traced to the matter of the ways in which school district lines are drawn. A district which is sufficiently large may include a social and economic cross section of society - urban and rural, wealthy and poor. Such a system will, in all probability, be able to generate the revenues needed to support adequate services, including library services, for its students.

---

[24] The most highly developed school library programs in the country are now applying new techniques to the retrieval and presentation of materials. Dial access to taped audio materials from individual student carrels is the predominant development, with dial access to video tapes planned for the near future.

The states vary widely in terms of the number and the administrative organization of school districts within their borders. Hawaii has only one school district for all of the elementary and secondary schools in all of its islands, while Nebraska had over 2,300 school districts in 1964. Some states, such as Maryland and Florida, are fortunate enough to have county unit school systems. According to U.S. Office of Education figures, there were 25,991 operating school districts in the United States in the Fall of 1964.[25] Of these, 45 percent had fewer than 300 pupils. These systems will, for the most part, have a difficult time providing adequate library service unless they consolidate or enter into cooperative arrangements with other school systems.

The Importance of Adequate Equipment. The increased availability of quality non-printed instructional materials accentuates the need for adequate equipment to permit the use of such materials. Films, filmstrips, phonograph and audio and video tape recordings, slides, transparencies and programmed materials for teaching machines all require special equipment.

It is becoming increasingly unsatisfactory to limit the presentation of these materials to large groups of students. School libraries now offering more advanced programs have facilities which allow individual access to non-print materials. This is a development which supports the increasing individualization of instruction. Listening stations at which individual students can use phonographs and tape recorders, small conference rooms which can be used by one or two students to view films or filmstrips, dial access systems, even projection booths in which one or two students can view 16 mm films - these developments can be observed today in more advanced school libraries. Projectors for single-loop 8 mm film cartridges can be operated by elementary school pupils. Some school systems now make it possible for individual students or small groups to borrow projectors and films for home use.

An innovative project, financed in part by a federal grant made under Title III of ESEA, is now being put into operation at Oak Park and River Forest High School in Oak Park, Illinois.[26] With the cooperation of the Ampex Corporation this extensive and ambitious project involving newer techniques and equipment for the storage, retrieval and presentation of information and materials is an example of what may be offered in school library service. Implementation of the program is beginning this Fall (1967) and is scheduled for completion in 1969. It exemplifies the revolutionary changes which elementary and secondary education in the United States will face in the years ahead.

---

[25] U. S. Office of Education. Educational Directory 1964-65. Washington, D. C.: Government Printing Office, 1965.

[26] See Schwilck, Gene L. "Million Dollar Carrels." and "Oak Park's Title III Project." Library Journal, January 15, 1967.

To supplement and reinforce classroom activities, the Oak Park program will provide 175 electronic carrels for individual access to 15-minute concept tapes. In the pilot phase of the project, 25 of the 200 carrels will be installed. These will be equipped to monitor audio tapes only. Video facilities as well as the remaining 175 carrels will be added in the project's second and third phases.

The new "learning laboratory" will be equipped with high-speed master tape decks to allow instant retrieval of any of a large number of taped programs, both audio or video. When a student dials the "address" of a particular program, a duplicate tape of that program on the master tape is automatically produced at high speed. This duplicate tape is then used by the student at normal speed, releasing the master tape for access by other students dialing for the same or another program on that master tape. It may be possible to produce long master tapes, so that the installation of, say, 100 master tape decks would provide many thousands of programs, each of which could be accessed at high speed.

Programs for this equipment are being developed and produced by faculty members of the Oak Park school and commercial firms are being encouraged to become involved in development of materials for the project. In addition to audio tape material, students will be able to receive still pictures, motion picture films and video tape programs on their individual television monitor screens.

The third phase of the Oak Park project will aim to provide remote access to the learning laboratory's central program storage from some 200 classrooms, in both the Oak Park and River Forest High School and in other schools in the same geographical area.

The cost of informational materials-handling equipment is high - the total cost of the Oak Park project is estimated at $2.6 million - yet the developments which have taken place to date constitute but the beginning for most schools in the utilization of advanced technology for the storage, retrieval and presentation of informational resources.

The Importance of Flexible Scheduling. The most advanced school library programs fail in their fundamental objective if students are not given sufficient time in which to use the materials. Arrangements can reasonably be expected to vary from school to school, but students at both elementary and secondary levels should have individual access during school hours to the library. Furthermore, to the extent feasible, the school library should be open during non-class hours - before school, during lunch breaks, after school and on weekends. This is especially necessary in communities without public library facilities.

The Importance of the "Fair-Use" Doctrine. As new techniques for the duplication, storage, retrieval and presentation of instructional materials come into more widespread use, there is a possiblity that copyright restrictions will inhibit teachers and librarians from providing students with access to the wide range of available materials. Copyright law now provides for the "fair use" of copyrighted material, and educational uses have generally been considered fair use. If the new methods for providing access to materials involve injustices to authors and publishers, then new plans for their compensation will have to be devised.

The Importance of Cooperative Arrangements with Other Libraries. The school library, especially in secondary schools, should draw upon the resources of public, college and university or special libraries in its area to meet the specialized needs of students.

In localities where school library development has been inadequate, school students have historically placed excessive demand upon public libraries. At the same time, school teachers, librarians and administrators have often felt that public library services to school students have been insufficiently geared to the schools' curricular needs. The position of the professional organizations involved seems to be amply clear: state education departments, local school systems and individual schools should provide good school library services geared to school programs, while public libraries should serve school students and teachers as members of the general reading public.

SCHOOL LIBRARY FACILITIES

The notion of what constitutes an appropriate set of physical facilities for a school library program has undergone radical change since the time when a single room with book-lined walls was considered to be all that was needed. Modern school library programs often require a suite of rooms for different purposes, a substantial amount of equipment of traditional kinds as well as more sophisticated devices such as audio and video tape projectors. These changes in school library facilities, like other changes in school construction, reflect changes in educational methods and practices.

School library facilities should possess three vital characteristics. They should be accessible, flexible and expandable.

If the school library facilities are placed in a location which is central to the entire school building, access will be at a maximum. Library facilities should also be accessible from outside the school building, so that the library can be opened when the rest of the building is closed - after school hours and on weekends.

It is important that the space in school library quarters not be "frozen" by an excessive number of interior load-bearing walls. Large reading areas should be broken up, visually if not otherwise, into smaller and more comfortable areas. Arrangements of furniture and carpeting may be used to accomplish this purpose. Specialized spaces, such as small conference rooms, listening and viewing areas, are also needed. However, these areas should not be "walled off" so permanently that the space cannot be adapted to some other purpose at a later date if changes in the instructional program create different demands. As various authorities on library buildings have emphasized, "modular" or "loft" building construction meets the need for functional flexibility.

Finally, school library quarters should be constructed and located within the building in such a way that they can be expanded as collections increase. Frequently, libraries in older buildings can be expanded only at the expense of adjoining classrooms. Many new school buildings are constructed in such a way that exterior space is available for library expansion or, alternatively, so that interior space can be adapted for library expansion as required.

SCHOOL LIBRARY MANPOWER

The school library must be staffed by adequate manpower, in terms of both quality and quantity, if it is to fulfill its responsibility for developing and implementing an active program of services for students and teachers.

Ideally, a school librarian should be state-certified as a teacher and librarian and should possess a fifth year or master's degree. All school librarians by no means have such complete credentials. For decades, school library programs have been hampered by shortages of qualified personnel. In recent years, enrollments and the number of schools in the nation have risen sharply. Consequently, the numbers of school library personnel required throughout the country have increased substantially. It has been estimated that 35,000 school librarians who had completed six or more semester hours of library science were available to serve over 100,000 secondary and elementary schools in the 1965-66 school year.[27] The ratio of librarians to school buildings has been about one librarian to every four buildings during each of the past three years. An earlier investigation showed, however, that 77 percent of all school librarians in 1962 were in secondary schools.[28] This proportion applied to 1965-66 would mean that nearly 27,000 of the estimated 35,000 available school librarians were in secondary schools, giving a ratio of librarians to school buildings for secondary schools of nearly 1 to 1. The other 8,000 or so librarians were spread thinly over a much larger number of elementary schools so that the ratio of librarians to schools at the elementary level was about 1 to 11. Estimates of the number of school librarians needed have run into tens of thousands. "The gap between our present supply of school librarians and the number needed to implement school library programs meeting professional standards is indeed astronomical...In fact,...school librarians invariably rank close to the top among the dozen or so school specialists who are in critical shortage..."[29] Moreover, school librarianship is not a single-level occupation. The head librarian, who directs the library program in the individual school, is the pivotal individual in the school library program. However, other workers both above and below this level are needed if adequate school library programs are to be implemented effectively and efficiently.

---

[27] Drennan, Henry T. and Reed, Sarah R. "Library Manpower." ALA Bulletin, September, 1967.

[28] Drennan, Henry T. and Darling, Richard L. Library Manpower: Occupational Characteristics of Public and School Librarians. Washington, D. C.:U.S. Office of Education, 1966.

Supporting Personnel in the School Library Program

The numbers and kinds of supporting personnel required vary with school size and the scope and variety of services offered in the library program.[30]

Clearly, the staff which works under the head librarian in a large library program should include professional members as well as other workers. At the secondary level, these assistants may be assigned duties in specific subject areas, such as physical sciences or foreign languages. The need for more than one librarian in large programs means, among other things, that the ratio of librarians to secondary schools ought to be greater than the aforementioned 1 to 1, since the 1960 Standards for School Library Programs recommends "one librarian for each 300 students or major fraction thereof" for schools of up to 900 students.

There are jobs in school library programs which are best performed by school library clerks or secretaries, and other jobs which are best performed by school library technical aides or "instructional materials aides." "In a school library, the Library Clerk may assist in library routines such as acquisition, mechanical preparation and circulation of instructional materials and equipment; care for shelves and files; direct students and teachers to the location of library materials...in a small school library employing only one assistant, secretarial duties relating to library business may be assigned."[31] The duties of the Library

---

[29] Gaver, Mary V. "Crisis in School Library Manpower - Myth or Reality?" in American Library Association. School Activities and the Library. Chicago: the Association, 1967.

[30] The Library staff at Oak Park and River Forest High School, one of the secondary schools which participated in the Knapp School Libraries Project, reached a total of 18 persons in 1967, divided about equally between half-time and full-time personnel, but including six full-time librarians.

[31] Gaver, Mary V. op cit.

Technical Assistant may involve training and supervision of library clerical and/or student aides. In addition, he may "supervise circulation desk work; file and revise catalog cards and cross references; add new serials; plan and prepare displays; check bibliographies for required information; assist in preparation of lists of instructional materials on specific subjects; prepare orders for library materials; prepare statistics; accept responsibility for additions to and upkeep of clippings, pamphlets, and other files of special materials; assist in preparation and utilization of instructional materials."[32]

Some of the duties of both library clerks and technical aides are often performed by student assistants. This practice is increasingly being called into question, however. "A growing number of librarians have dropped the student assistant program. They reason that the student needs to use his time in the library as student, not housekeeper or clerk and that the library needs salaried full-time clerks."[33] Although professional school librarians are in critically short supply, the crisis can be eased by better job definition and assignment of sub-professional duties to workers who are not in such short supply. A fundamental staffing problem of school libraries has been that many of the sub-professional tasks mentioned in this section have for years been performed by professional librarians.

Supervisory Personnel for School Library Programs

Highly qualified professionals are needed not only to direct library programs in individual schools but also at the system and state levels to provide supervision and guidance for individual programs and to administer centralized services. The requirements for school library supervisors are discussed in detail in Chapter 4.

The need for competent manpower is, therefore, critical at all levels of school library service almost everywhere in the nation. More support is needed for the professional education of school librarians, and greater efforts to attract qualified persons are essential. Since supervisory personnel for school library programs in years to come must be drawn from the ranks of successful school librarians, it is apparent that those ranks must increase if they are to meet the demands placed upon them. More attention needs to be given to job definition in school libraries and appropriate supporting personnel should be assigned nonprofessional duties where that has not already been done.

---

[32] Ibid.

[33] Grazier, Margaret H. "The Secondary School Library in Transition." in Picco, John P. (ed.) The Secondary School Library in Transition: A Report. Portland, Oregon: Knapp School Library Project and the School of Education, Portland State College, March, 1967.

Chapter 3

RESEARCH AND DEMONSTRATION; PLANNING AND THE FORMULATION OF STANDARDS

In working toward the goal of better school library service in the United States, members of the library profession and educators have engaged in research and experimentation of various kinds. Some of these activities are discussed in this chapter. In the material which follows, research and demonstration are considered to be related. Demonstration projects involve the observation and evaluation of programs and can thus be considered as a variety of experimental research on a broad front. Planning and the formulation of standards are also related, in the sense that the standards give shape and direction to the efforts of librarians and educators in building individual libraries and library systems.

Experimental research is often carried on in school library programs on a more limited scale than full-scale demonstration programs require. Such research typically involves the introduction of a new service, a new practice or a new kind of library resource into an existing library program, with subsequent observation and evaluation of the results of this innovation. In addition to projects of this nature, various kinds of descriptive research can be undertaken. These efforts involve the collection and analysis of information about existing programs and/or practices. The routine collection, reporting, compilation, and analysis of statistical information about school library programs might or might not be considered to be descriptive research in this sense. In any case, some discussion of both types of descriptive "research" is included in this chapter.

School library standards are established by professional associations at the national level and, in a few states, at the state level; by regional accrediting associations at the regional level; and, in most states, by departments of education. Planning of school library services is done by the agencies and the individuals who must administer those services at the local, system and state levels.

Substantial achievements in research and demonstration, planning and the formulation of standards have been achieved in recent years. As noted in Chapter 1, the formulation of revised national standards in the 1960's was particularly influential in the development of school library programs across the nation. The Knapp School Libraries Project has been an impressive demonstration program. Other demonstration projects with more limited geographic coverage have been carried out in recent years. Finally, the number of states and school systems giving significant attention to the planning of school library services continues to increase.

Nevertheless, additional research of various kinds, both experimental and descriptive, is needed.[34] Moreover, while some states and school systems are giving greater attention to school library planning, a great many have not as yet distinguished themselves in this respect.

DESCRIPTIVE AND EXPERIMENTAL RESEARCH

There is a chronic lack of current statistical information, collected on a uniform basis in every state, covering school library programs. Such statistics on school libraries simply do not exist.

> "It would appear that an effort should be made to systematize the collection and publication of school library statistics in order to provide a means of comparison as a basis for improvement of school library services in the various states. Such a standardization of statistics would further provide a basis for research on both state and national levels."[35]

The goal of systematic collection and publication of school library statistics has not yet been achieved. The last comprehensive national school library statistics published cover the 1960-61 school year. A briefer national survey has been published covering the 1962-63 school year.

The picture is somewhat brighter with respect to special descriptive studies of school library activities. A number of descriptive research projects of national scope have been produced in the 1960's. Perhaps the most important of these have had as their objective the assessment of the impact of school library programs on students. One such project has been described as follows:

> "A study conducted at Rutgers University used pairs of schools representing kindergarten through sixth grade and three levels of school library provision (classroom collections only, central collection, and school library). A number of measures were developed and scores on the Iowa Test of Basic Skills at both fourth and sixth grade levels were analyzed. Greater gain in educational achievement was found to

---

[34] For a full discussion of potential research areas, see Tauber, Maurice F. and Stephens, Irlene R. Conference on the Use of Printed and Audio-Visual Materials for Instructional Purposes. New York: Columbia University School of Library Service, 1966.

[35] Mahar, Mary Helen. State Department of Education Responsibilities for School Libraries. Washington, D. C.: U. S. Office of Education, 1960.

> be associated with the school library pair of schools, as measured by the difference in grade equivalent scores on the Iowa Tests. The sixth grade children with a school library included no "non-readers," read significantly more books, in more interest areas and literary forms, read more magazines more frequently, and fewer comic books than children with either a central collection or classroom collections only. Other measures also differentiated in favor of the school library." [36]

Support for increased efforts in the area of descriptive research is undoubtedly needed, however. One important topic requiring further inquiry is job analysis and work simplification in school libraries.

Experimentation involving school library services has been reasonably plentiful. A number of school systems have tested new techniques for storage and retrieval of instructional materials using dial access and other kinds of equipment. A specific example of experimentation with new services is afforded by a project carried out between 1962 and 1965, with Ford Foundation support, involving two elementary schools of the Shaker Heights City School District. Pupils in grades 4, 5 and 6 were given intensified instruction in library use, with emphasis on developing individual ability to obtain information on a given topic with only general direction from a teacher. The project was so successful in terms of improvement of library resources and services within the school system, and self-direction and self-sufficiency of pupils, that it was continued beyond the three-year experimental period.

SCHOOL LIBRARY DEMONSTRATIONS: THE KNAPP SCHOOL LIBRARIES PROJECT

Demonstration school library programs have been carried on in individual states for a number of years. The major school library demonstration program, the Knapp School Libraries Project, is scheduled to end in March, 1968, at which time the Project's final publications will have been prepared and distributed. Because of its importance, this project is described fully in this section.

The Project was funded by a $1.1 million grant from the Knapp Foundation in late 1962, and was carried out under the sponsorship of AASL. Eight school libraries, five elementary and three secondary, participated. Briefly stated, the purposes of the Project were to bring the library programs in these eight schools up to the level of the 1960 Standards for School Library Programs; to involve teacher education institutions in the operation of these school library programs; and, to enable librarians, educators and other interested persons to observe the programs implied in the standards in action. The demonstration was prompted primarily because the 1960 national standards were not completely fulfilled by any school library in the country at the time they were promulgated.

---

[36] Gaver, Mary V. "What Research Says About the Teaching of Reading and the Library." The Reading Teacher, December, 1963.

Involvement of teacher education institutions in the demonstration programs was achieved by requiring that schools interested in participating become co-applicants with such institutions. The teacher education institutions were expected to:

> "...make a faculty member available to coordinate the program of teacher training and citizen education and cooperate with the faculty of the demonstration school and the project director. As a liaison person on the college faculty, he will also be expected to stimulate observation by student teachers and related teacher training activities of benefit to the college. Criteria for selection are: (1) interest in improving the library background of student teachers, (2) ability to assign at least half time of regular faculty member to serve as field worker." [37]

The Project provided for a series of expense paid visits to the demonstration centers by teams of observers from all over the country. Peggy Sullivan, director of the Project, wrote in the 1965 Bowker Annual:

> "A major portion of Project funds provides travel expenses for teams of visitors to the demonstration centers. Teams selected to receive grants include those from communities where representatives of the local schools' administrative staffs, of lay organizations, and of the faculties of schools and colleges apply with a team leader for Project funds. In addition to the teams selected in this fashion, other groups make arrangements for scheduled visits with the field worker from the college working with the Project's schools or with the schools' liaison person for the Project, and spend a day in observation at their own expense."

In the 1967 Bowker Annual, Miss Sullivan reported:

> "Teams travelling with Project support have been selected from each state of the United States, representing large inter-city school systems and rural one-school districts, lay community organizations and boards of education, state departments of education and teacher education institutions.

---

[37] From a brochure announcing Phase I of the Project. Funds for one-half of the salary of the faculty member assigned to the program were provided by the Project.

> A total of more than three hundred teams have received funds from the Knapp Project so their members could observe quality school library services for students and teachers. Each team was made up of from four to six members and except in unusual cases no more than twenty visitors were at a school in any one day so that school activities could proceed without interruption."

In addition to this extensive observation program, the Project sponsored a series of conferences. These were regional in nature and were conducted at Project schools. They involved staff members of the Project schools, of other schools and of the participating teacher education institutions as well as members of the Knapp Project's own staff.

The Knapp Project was divided into three phases. The first phase, covering the school years 1963-64 and 1964-65, involved two elementary schools in which the participating school systems had already made a substantial investment in the library program. It was necessary to choose for Phase I two elementary school library programs which had undergone substantial development prior to the beginning of the project so that the programs could be brought up to national standards in the shortest possible time. Thus, field visits and observations could be initiated without undue delay. The two schools selected for Phase I were: the Central Park Road School in Plainview, New York in cooperation with Teachers College, Columbia University; and, the Marcus Whitman School in Richland, Washington in cooperation with Eastern Washington State College at Cheney, Washington.

Phase II of the Project also involved only elementary schools and ran for three school years: 1964-65, 1965-66 and 1966-67. Phase II aimed to involve schools in different geographical areas from those included in Phase I. The Project proposal provided that Phase II "include situations where less adequate provision (but nevertheless a beginning) has been made, and where school authorities are ready to make both an immediate contribution to the demonstration and a continuing investment."[38] Phase II ran for three years because of the longer time required to bring the participating schools up to national standards. The three Phase II schools were: the Allisonville School, Indianapolis, Indiana in cooperation with Ball State University; the Mt. Royal School, Baltimore in cooperation with Towson State College, Maryland; and, the Casis School, a laboratory school of the University of Texas, in cooperation with that university.

Phase III of the Project focused on three secondary schools in the school years 1965-66 and 1966-67. The three Phase III schools were:

---

[38] Ibid.

Roosevelt High School, Portland, Oregon in cooperation with Portland State College; Farrer Junior High School in Provo, Utah in cooperation with Brigham Young University; and, the Oak Park and River Forest High School in Oak Park, Illinois in cooperation with the University of Illinois.

Phase I: The Knapp Project and Elementary Schools

A report on Phase I of the Project was published in the summer of 1967.[39] Various means of assessing the worth of the demonstration in each of the participating schools were used. A questionnaire was administered to teachers, students and parents. A list of functions performed in each school library was prepared in order to determine whether tasks originally handled by the school librarian could be assigned to clerical or other assistants. Librarians, administrators and the faculty member/field workers of the participating teacher training institutions wrote their own assessments of the program.

Reactions of teachers, students and parents were favorable. Teachers praised the availability of large numbers of books and of independent reading time for students. Students said they liked the services and, interestingly, indicated that they preferred books to any other kind of material. Not surprisingly, they used books more frequently than any other kind of material. In general, parents were pleased with the increased library services.

The analysis of functions assigned to the librarian, assistant librarian, library clerks and others in the Marcus Whitman School was performed five times. The first analysis was done in June, 1963, before the beginning of the demonstration, and the last in June, 1965, at the end of the demonstration. As a consequence of the program, the librarian was totally relieved of the clerical functions she had formerly performed, such as preparation and filing of order materials, establishing bookkeeping records for funds, mounting pictures, distributing audio-visual materials to teachers, etc. She was also able to share a wide range of routine but not strictly clerical tasks with the assistant librarian and/or library clerks. Finally, the reports of librarians and administrators indicated that a number of the innovations initiated in each of the demonstration schools were incorporated in the library programs of all of the schools in their respective school systems.

The faculty member/field worker from Eastern Washington State

---

[39] American Library Association. Impact: The School Library and the Instructional Program. Chicago: the Association, 1967.

College made the following comments on the value of the demonstration to his college:

> "a) The regular contact with a public school district is necessary in our teacher education program. The Project provided an ideal vehicle for this period.
>
> b) Each quarter we were able to take a group of students to visit the Project. The discussion, before, during and after the visit in Richland, greatly increased the understanding that our students have concerning the role a library should play in a good elementary school.
>
> c) The project has been the cause of several of the students in the language arts area becoming interested in taking work in the area of school libraries. We are now working on a massive education program in instructional materials.
>
> d) Work with the demonstration library Project has increased our interest and capacity to develop our campus school library to a demonstration level."[40]

Persons who visited Project schools with Project support were asked to submit reports when their visits had been completed. They were also asked to submit reports a year after the visit. This second report was intended to determine the extent to which the observers of the Project had followed through on their own plans for school library development.

> "Among the areas which the teams most frequently report on having developed or increased since their visit to a Phase I school were:
>
> . employment of library aides or clerical assistants
> . increase of professional library staff in the district
> . flexible scheduling of the library
> . closer cooperation with teachers in the library program
> . increase of funds appropriated for library materials
> . inclusion of non-print materials and related equipment in the library collection
> . extended hours of library opening
> . improved organization and/or presentation of library skills instruction
> . improved community support."[41]

---

[40] Ibid.
[41] Ibid.

Most of the "year later" reports were received in the Project office about May 1966 and came from communities which had not yet been affected by funds provided under ESEA. Thus, the increases and improvements in school library services reported by visitors to Project schools resulted entirely from strengthened local conviction and support. Although many visiting teams were already engaged in efforts to improve their own school library programs when the visits were made, the visits themselves had a positive influence on the improvement in school library services reported.

Phase III: The Knapp Project and Secondary Schools

The library program at the Oak Park and River Forest High School, one of the three secondary school participants in Phase III, was a very good one before the school joined the Knapp Project.

> "The faculty of the Oak Park River Forest High School has always considered the library an integral part of the school curricular program. In 1967, its services were enhanced when the library was moved into larger and newly remodeled quarters of the school. It became an instructional materials center which attracts over one thousand students who make daily use of its resources...
>
> "In 1963, the school was chosen by the Illinois State Department of Public Instruction as one of three high schools in the state to serve as a demonstration school. During these four years, many teachers and administrators within the state and the nation visited the school. These visits stimulated the faculty to a continuous program of curriculum revision in relation to the library services and served as a motivating factor in the decision to apply for participation in the Knapp School Libraries Project. With the funds received from the grant, the number of staff members in the library was expanded, additional materials were purchased, and a significant number of visiting lecturers and consultants were brought to the school. Within six months the faculty and the board of education pledged continued financial support for the increased library program. This fall, there will be a staff of 23 (the equivalent of eighteen full-time people, seven of whom are professional librarians). The support of the Board of Education, the enthusiasm of the faculty, and the response of students have confirmed the value of the Knapp Project to this community."[42]

---

[42] From a preliminary draft of the school's final report on its participation in the Project.

An important use made of Knapp Project funds was the hiring of three additional professional librarians with strong subject area backgrounds, one in mathematics and science, one in history and social sciences, and one in foreign languages. These librarians were assigned the responsibility of developing resource centers in their respective subject areas.

> "The specially qualified librarians attended department meetings, worked on curriculum committees, helped select materials, prepared bibliographies, gave instruction to teachers and students in the use of the center, and set up simple circulation procedures.
>
> "In the months following the appointment of the three subject background librarians the reaction was strong and favorable from department chairmen and individual faculty members. Better service can be given when one librarian concentrates his energies on one department instead of spreading himself thin over many areas."[43]

The combined impact of Knapp funds and ESEA funds helped make an already strong collection of instructional materials really excellent, and the increased staffing provided by the Knapp Project broadened and deepened the program of services.

The field worker from the University of Illinois at the Oak Park site, Dr. Jerry L. Walker, prepared a list of 25 statements concerning school libraries and the role of school librarians. This list was given to a group of 133 teachers and librarians at Oak Park and at the Roosevelt High School in Portland, another of the three secondary schools participating in Phase III. The respondents were asked to indicate whether they agreed or disagreed with each of the statements. When the responses had been obtained, the total group of respondents was split into two groups, "librarians" and "teachers." The "librarians" group consisted of librarians and library aides, the "teachers" group consisted of teachers in nine subject areas plus four administrators. In somewhat simplified terms, the responses of the two groups were then compared in order to identify each item as:

1) an item with which a majority of both teacher and librarian groups agreed;
2) an item with which a majority of both groups disagreed; or
3) an item on which the majority of teachers disagreed with the majority of librarians.

---

[43] Ibid.

"The results of this study appear to support the notion that teachers and librarians in these two Knapp Project schools are in agreement regarding the role of the librarian, the relationship of teacher to librarian, and organization of the library. There were only two of the 25 items on which the majority of teachers disagreed with the majority of librarians, both of them dealing with the location of library resources. The response of both groups to those items indicates some conflict and uncertainty in their own feelings....The issue of centralization versus decentralization of library resources appears to be very unsettled at this time. Perhaps, recognizing the value of both extensive central collections and extensive resource center collections, these teachers and librarians hesitate to make a clear-cut decision in favor of one or the other.

"On the role of the librarian there is very little disagreement among librarians and teachers. Both groups seem willing to accept a broad definition of the role, including active direction and participation in the work students are assigned to do in the library. Teachers with less than ten years experience and librarians are in closer agreement on the issues involved in the expanded role of librarian than are older teachers, but even older teachers are in agreement with the librarian as active teacher concept. Librarians, perhaps more than teachers, see the change in their role as addition of duties rather than change in duties. They see themselves taking a more active teaching role while continuing such traditional services such as giving book talks.

"Both teachers and librarians strongly agree that teachers need more knowledge regarding the effective use of the library's resources and that the librarian shares the responsibility for helping them get that knowledge, probably through inservice training programs. Both groups also agree that librarians should consult teachers before purchasing new materials and equipment. The regularly scheduled previews of new materials which were endorsed by teachers and librarians could be used effectively either before purchase or after purchase as a way of suggesting effective use of the materials."[44]

---

[44] Ibid.

SETTING STANDARDS: NATIONAL, REGIONAL AND STATE LEVELS

The various standards for school libraries that have been established by national, regional and state entities are interrelated. These interrelationships are discussed below.

National Standards

The Standards for School Library Programs were developed by the American Association of School Librarians in cooperation with 19 other national associations and were published in 1960. A revised set of national standards is currently in preparation. They are to be a joint effort of the Department of Audio-Visual Instruction of the National Education Association and the American Association of School Librarians, which is both a department of the National Education Association and a division of the American Library Association.

The 1960 national standards, which will be in effect until they are supplanted in 1968 by the draft standards now in preparation, replaced standards entitled School Libraries for Today and Tomorrow as prepared by the American Library Association in 1945. The 1960 document is comprehensive in scope. It describes the kind of library program that is needed in the individual school and the resources, staff, materials and physical facilities that should support it. It also specifies the responsibilities of the state and the local school system, of school boards and school administrators, of school library supervisors at the state and school district level, of school library staff members, and of curriculum coordinators and teachers in planning for and implementing the recommended school library programs.

The document itself is divided into three major sections. The first discusses the importance of the educational contribution that can be made by an effective program of school library services. The component elements of the recommended school library program are discussed in detail. There are six such components: reading and reading guidance; guidance in listening and viewing; reference services and research; instruction in the use of materials; personal and social guidance; and, the student assistance program.

The second section treats the planning and implementation of school library programs and the responsibilities of: state and local school boards; chief state school officers; school library supervisors at the state and local levels; school librarians, curriculum coordinators and teachers; and of teacher education institutions. The section is an appropriate one in view of the divided responsibility for public elementary and secondary education in the United States and of the influence of teacher education institutions. It points out that the responsibilities for school library programs must be shared if quality is to be achieved.

The third section of the 1960 document is devoted to a discussion of the human, physical and instructional materials resources that should be present in individual school library programs. A separate, special set of recommendations is made for library programs in schools having fewer than 200 students. The special characteristics of a K-12 school are recognized, the standards stipulating that it is not necessary for a K-12 school to meet both the standards for elementary and for secondary schools, since this would entail some unnecessary duplication of library resources. Attention is also given to cooperative library service arrangements that should be pursued by schools of various sizes. The value of the district materials center is emphasized and detailed specifications are given for the organization, administration and operations of such a center.

Regional and State Standards

The five regional school accrediting associations - the Middle States Association of Colleges and Secondary Schools, the New England Association of Colleges and Secondary Schools, the North Central Association of Colleges and Secondary Schools, the Northwest Association of Secondary and Higher Schools, and the Southern Association of Colleges and Secondary Schools - do not have uniform school library standards. Three of them employ quantitative minimum standards, one employs general qualitative standards only, and another - the Middle States Association - "differs from the others in its exclusive use of the *Evaluative Criteria*, prepared by the National Study of Secondary School Evaluation, an organization in which all five regional accrediting associations are represented. The *Evaluative Criteria* provides instruments for qualitative evaluation of the instructional program, including one for a library and audiovisual."[45]

The standards developed by the regional associations are not mandatory in nature. Rather they represent evaluative guidelines.

> "Participation by the member schools is, in every case, voluntary. The school applies for membership, and is admitted to the association if it meets the standards. Each of the associations evaluates the total school program rather than separate parts of the program. Though the school library is an important

---

[45] Darling, Richard L. *Survey of School Library Standards*. Washington, D.C.: U.S. Office of Education, 1964.

> consideration in the associations' evaluation of a school, failure to meet the library requirements fully may not prevent the school from receiving accreditation as long as effort toward school library improvements is evident."[46]

The regional standards influence state standards, and are in turn influenced by the national standards of the American Library Association.

State standards for school libraries are as varied as those of the regional accrediting associations. In a majority of instances, state departments of education have developed at least some of the recommendations for schools and school libraries, either as parts of general school standards or as separate statements. In a few states, formulation of state school library standards is done by independent accrediting agencies or by state associations of school librarians.

The Survey of School Library Standards reported that in 1962, 40 of 53 governmental units - the fifty states, the District of Columbia, Puerto Rico and the Virgin Islands - had official standards for both elementary and secondary school libraries either in effect, proposed or in preparation. Of the remaining 13 units, four had no school library standards at all, six had official library standards only for secondary schools, two had only unofficial standards prepared by a state school librarians association, and one state left library standards up to individual school districts or systems.

Official state school library standards have a more mandatory character than standards at the regional or national levels.

> "Accreditation standards usually define minimum levels of performance or provide for a graduated classification of schools representing ascending levels of excellence. Two states, Colorado and Nebraska, provide separate school library standards for 'approved' schools and for 'accredited' schools. In five states, Arizona, Arkansas, Indiana, Kentucky, and South Dakota - standards are different for schools with different classifications, although every school is required to meet minimum standards, with higher standards for higher classification levels. A number of states include both minimum requirements and additional recommendations for school libraries within the framework of their approval or accreditation program. Several states include requirements for school libraries in their accreditation

---

[46] *Ibid*.

> standards, but also publish separate recommendations or guides to clarify or extend the scope of the adopted standards."[47]

The national standards have had a decided influence on standards at the state level.

> "Twenty-three states adopted new school library library standards or revised existing ones between the publication of Standards for School Library Programs, in 1960, and the end of 1962...when current and planned standard revision is completed, nearly three-quarters of the states will have revised school library standards since 1960. Invariably, revision of school library standards has resulted in higher requirements and recommendations."[48]

Regional standards have also influenced state standards as "several states have formulated school library standards almost identical to those of the regional association for personnel, materials, expenditures, quarters and equipment, library organization, and library programs."[49] The desirability of this influence is questionable, however:

> "Since it is probably true that the quantitative standards of regional associations usually tend to be geared to the level of support obtainable by the state of the region with the lowest income per school age child, the regional standards may actually serve as a deterrent to the strengthening of school library support in the more prosperous states of the region. Present quantitative regional standards, periodically revised, seem to be copied by many states without regard for local needs and conditions, so that, almost automatically, state standards are altered to fit regional standards rather than state educational programs."[50]

Several trends in the development of school library standards can be noted. First, a number of states now depend on teacher certification regulations to set professional qualifications for school librarians. This practice "offers a more stable basis for regulating educational standards for school librarians than the practice, now decreasing, of setting standards which base the amount of professional education on the varying enrollment of schools."[51] A second trend is toward the adoption of standards for elementary school libraries, which is being done by an increasing number of states. Third, the practice of applying general school library standards to both elementary and secondary schools is increasing, and "shows awareness that school libraries need to be improved at all grade levels."[52] Fourth, both regional and state standards are showing an increased emphasis on the school library as a center for many types of materials, both printed and audio-visual. Fifth, more school library standards are carrying recommendations for centralized school library services administered at the school system level. "School library supervision, centralized processing of materials, or both are recommended in several standards. A few states have also formulated standards for school system professional collections to serve teachers and other instructional personnel."[53] Finally, "the tremendous activity in school library standard revision and in the formulation of new standards for states which have not had them shows that regional accrediting associations and state departments of education are alert to the need to raise school library standards for the improvement of instruction."[54]

---

[47] Ibid.
[48] Ibid.
[49] Ibid.
[50] Ibid.
[51] Ibid.

PLANNING SCHOOL LIBRARY SERVICES: STATE, SYSTEM AND SCHOOL LEVELS

Responsibilities for school library programs extend beyond the individual school. State departments of education are responsible for the overall planning of school library programs in their respective states. A number of services can be rendered at the state level to make local school library programs more efficient and effective. Intermediate, county and local school systems are also in a position to provide economical centralized services to individual school library programs. Planning at the level of the individual school is no less essential if library services are to be an integral part of the instructional program.

Planning School Library Services at the State Level

The Standards for School Library Programs contains recommendations related to planning activities at the state level. The chief state school officer should design "a plan for the state as a whole that provides school library resources and services for every child and young person in the state."[55] He should receive the support of the state school board for this plan; if the plan is lacking or inadequate, the state school board should urge him to provide an appropriate plan. The statewide plan should be a product of "the state school library supervisor, the state education and library agencies, professional education and library education associations in the state, and educational leaders in the state."[56] Each chief school officer should promote statewide attainment of state and regional standards for school libraries, state certification requirements for school librarians, and state certification requirements for teachers "that stipulate that teachers have received, as part of their professional preparation, instruction about printed and audiovisual materials..."[57]

---

[52] Ibid.
[53] Ibid.
[54] Ibid.
[55] American Association of School Librarians. op cit.

Other components of state plans for school library services should include provisions for improvement and updating of state school library standards, for the appointment of state school library supervisory personnel, and for channels for cooperation and communication "that lead to the promotion and utilization of school libraries by:

a. Interpreting the need for expanded school library programs to professional and civic groups in the state and to divisions in the state education agency.

b. Including librarians on state educational committees dealing with areas of the curriculum, special instructional services, and related fields."[58]

The state plan should contemplate the need for state financial aid to school library programs. It should weigh existing requirements and give state financial aid "in line with established policies and practices of the state in relation to the school funds."[59]

Planning School Library Services at the System and School Levels

Planning for library services at the system level is important because of the possibilities which exist for providing supervisory and other services on a systemwide basis to library programs in individual schools. In addition to advisory and planning services, the two most frequently encountered system-based arrangements for school library services are the materials-purchasing and processing facilities and the "district materials centers."

Planning for system services should include consideration of rapid inter-school communication networks. Both voice communication and pick-up and delivery of materials need to be provided for. The most advanced plans for systemwide school library services call for sophisticated networks of inter-school communications. They involve access to central program sources from remote locations by electronic means. A library plan proposed for Columbia, Maryland, includes a proposal of this kind. Among a number of other services, individual carrels and learning stations in each school would be serviced with audio programs from a central source located outside the school, eliminating "the need for installing numerous tape recorders and playbacks in each location to perform each separate function."[60] Schools would also be equipped with "a coaxial cable network capable of receiving and distributing externally originated TV programs as well as lessons from individual classrooms and other learning spaces. Thus, each area connected to the system would be able to originate and/or receive TV programming."[61]

---

[56] *Ibid.*
[57] *Ibid.*
[58] *Ibid.*
[59] *Ibid.*

Plans for library services ought to reflect the individual curricular needs of each school - the grade levels and subjects taught and its particular educational goals. Nevertheless, certain aspects of the planning function are common to all schools. Frequently used materials should be available in each school. Plans for new construction ought to include consideration of audio and video equipment requirements as well as those of inter-school communications networks. Finally, planning requirements for library staff and for integration of the program of library services into the instructional program are universal.

---

60 Stone, C. Walter, Darling, Richard L., Goldstein, Harold and Lewis, Philip. A Library Program for Columbia. Pittsburgh, Pa.: 1965. (available from the Council on Library Resources).

61 Ibid.

Chapter 4

ADMINISTRATION OF SCHOOL LIBRARY PROGRAMS

RESPONSIBILITIES OF THE STATES

Each of the states is responsible for the provision of adequate school library service within its boundaries.

> "School libraries are usually a constituent element of state department of education responsibilities. Forty-eight state education departments have legal responsibilities for school libraries, and all state education departments perform services for them. Laws and regulations pertaining to these responsibilities generally apply to all public elementary and secondary schools, and, in about 30 percent of the states, to non-public schools and community colleges.
>
> "Certification, standards, supervision, research, statistics, the provision of information, and cooperation for school library development are the major categories of state department of education responsibilities for school libraries. Basic responsibilities, such as certification of school librarians and collection of school library statistics, are fulfilled in a greater number of state departments of education than other [less basic] areas of service."[62]

The most authoritative and complete statement of the administrative responsibilities of state education departments for implementing and administering school library services is contained in the 1961 policy statement of the Council of Chief State School Officers, which treats matters of supervision and leadership, coordination and cooperation, certification of school libraries, school library standards, statistics and research, and budgeting and finance.[63] The Council's statement is summarized below.

In matters of supervision and leadership, each state department of education should:

1. "Provide competent professional school library personnel sufficient in number to meet the needs of the state department's program of service to school libraries.

---

[62] Mahar, Mary Helen. op cit.

[63] Council of Chief State School Offices. Responsibilities of State Departments of Education for School Library Services. Washington, D. C.: the Council, 1961.

2. "Provide for participation of school library supervisors in state, regional, and national professional conferences.
3. "Evaluate school library programs.
4. "Assist in developing programs of library education in state institutions of higher education.
5. "Formulate recommendations and programs for school library development in the state.
6. "Interpret the function and significance of school libraries.
7. "Give consultative services on school libraries to professional and lay groups.
8. "Provide on a periodic or regular basis information of interest and assistance to school administrators, librarians, and teachers in strengthening school library services and in broadening professional knowledge.
9. "Effect cooperative programs involving school librarians and other professional organizations.
10. "Provide information on professional qualifications for school librarianship to: [any institution, organization, or individual who needs or request such information].
11. "Assist in the recruitment of school librarians.
12. "Develop inservice education programs for school librarians and cooperate with inservice educational programs for teachers.
13. "Develop cooperative relationships with public libraries."

In the area of coordination and cooperation, state departments of education should:

1. "Coordinate the school library program for the state with other programs of the department relating to the development of school libraries and the improvement of school library service. Examples of such programs are: curriculum planning, pupil personnel and guidance services, and school plant planning.

2. "Cooperate with governmental agencies - national, state, local, or regional - having responsibilities relating to school libraries. Examples of such agencies are: U. S. Office of Education, the state library, youth commissions, and boards of education.

3. "Cooperate with non-governmental organizations concerned with school libraries. Examples of such organizations are: private teacher education institutions and professional, school board, and parent-teacher associations."

With respect to the certification of school librarians, the state department of education should:

1. "Establish requirements for the preparation and certification of school librarians as part of its plan for teacher certification. School librarians should be certified as teachers as well as librarians.

2. "Evaluate credentials and certify school librarians.

3. "Set standards and accredit programs for the education of school librarians in colleges and universities in the state. Included here are the libraries of cooperating schools and of laboratory schools directed by institutions of higher education preparing school librarians and teachers."

To fulfill its responsibilities in connection with school library standards, each state department of education should:

1. "Develop standards for elementary and secondary school library programs.

2. "Carry out a continuing program of interpretation of these standards.

3. "Implement the standards by assisting the schools to meet and exceed minimum standards and insure that standards are met through a plan of approval or accreditation."

In the area of statistics and research, state departments of education should:

1. "Collect, analyze, and disseminate statistics and other pertinent information on the scope and quality of library services in schools.

2. "Engage in research on school libraries pertinent to the improvement of the school library program in the state.

3. "Include school libraries in education research of the department wherever pertinent.

4. "Promote, encourage, and cooperate with appropriate research initiated outside of the state department of education and pertaining to school libraries."

Finally, with respect to budgeting and finance, the state department of education should:

1. "Make periodic appraisals of the department's library services program needs and those of the state school system and translate these needs into financial requirements. These requirements should then be considered in relation to all the phases of the educational program; and the department should provide information, leadership, and consultative services in obtaining the necessary financial support.

2. "Assume responsibility in at least 3 specific areas related to budgeting and finance:

   (a) Request funds in the department budget sufficient for adequate staff, materials, quarters, and other operating expenses for state level services.

   (b) Include library personnel and materials in the state's plan of financial aid to local school units.

   (c) Maintain standards requiring sufficient financial support so that school libraries will be able to render high quality services." [64]

---

[64] In a more recent policy statement, Developing the Use of New Educational Media (Washington, D. C.: the Council, 1964), the Council of Chief State School Officers stipulates the role of "new educational media" in the school program, discusses their characteristics and specifies the responsibilities of state departments of education for planning and implementing their use. This policy statement does not take a position on whether or not media programs ought to be integral with school library programs. Some states, such as North Carolina, are establishing unified state plans for all library and media services, while others have established separate plans. It is important that such dual plans be coordinated at the state and local level.

In effect, these statements enjoin state departments of education to assume comprehensive responsibility for library services in the public schools of their respective states. This responsibility is to be met by providing supervisory and other services for school libraries. The Council goes on to state that: "If any state department of education lacks legal authority for these services, the necessary authority should be granted." In most states the provision of these services "is authorized under the policies of the state board of education rather than by specific laws. The policies are adopted under the generally broad statutory assignment to the state board of education of the responsibility for the supervision of the schools. In certain states, the state library or state library extension agency, in addition to the state department of education, has some legal responsibility for school libraries."

The extent to which state departments of education fulfill these responsibilities varies considerably from state to state. While a few state departments perform all or nearly all of the functions envisioned in the Council's statement, most do not. "State departments of education have broad responsibilities for school libraries and are fulfilling them to some extent. Lack of personnel and inadequate budget, however, are seriously curtailing their programs for school library development." [65]

The State School Library Supervisor

A critical component of the state program for school library service is the program of state school library supervision. "The participation of all state department personnel other than school library supervisors in service to school libraries obtains to a much higher degree in state departments of education with school library supervisors than in those without. Of particular significance is the low incidence of participation by chief state school officers in reporting on school library statistics and research and of directors of teacher education in the recruitment and training of school librarians." [66] According to Dr. Richard L. Darling, states employing school library supervisors fulfill their basic responsibilities for school library services to a greater degree than other states.[67]

It is apparent, then, that the appointment of school library supervisors at the state level often marks a turning point in the development of a meaningful program of services to school libraries. In 1962, something over half of all state departments of education employed at least one state school library supervisor. The proportion is much higher today, partly as a result of assistance provided under Title V of the Elementary and Secondary Education Act.

---

[65] Mahar, Mary Helen. Op. cit.

[66] Ibid.

[67] Darling, Richard L. "School Library Supervision in State and Local School Systems." School Life, November-December, 1962.

The Standards for School Library Programs defines a recommended program of state school library supervision. The employment of at least one state school library supervisor is referred to as "an immediate goal recommended for the nation by the school library profession." A minimum program "requires a full-time qualified supervisor, full-time secretarial assistance, and a specific plan for adding professional and clerical staff members."[68] Some states need more than this minimum program, and should support positions for one or more assistant state school library supervisors.

The state school library supervisor should work with the chief state school officer in planning the state's role in the development of school libraries. He should relate his work to that of staff members in other divisions of the state department of education. Specifically, he should participate in curriculum development and keep the department's staff informed about school library development in the state and the nation. The supervisor should participate in certification of librarians by evaluating transcripts of applicants and by formulating and/or revising state certification requirements for school librarians. He should cooperate closely with the supervisor of audio-visual materials if the department of education maintains a separate audio-visual division. The state school library supervisor should visit local school systems and individual schools. He must fulfill a broad range of functions in providing leadership for the development of school library services in the state, including the dissemination of information about school library programs, interpreting school library statistics, encouraging the inclusion of instruction on school library programs in the professional training of teachers, and promoting and directing workshops, conferences and meetings.

SCHOOL LIBRARY SUPERVISION AND SERVICES AT THE SYSTEM LEVEL

School systems which are large enough to support such services will benefit from programs of school library supervision at the system level.

> "In city school systems, in counties with a unified school system, and in cooperative arrangements involving two or more districts, a functional program of school library supervision coordinates school library services, facilitates organizational procedures and helps schools to reach optimum standards for their school libraries."[69]

---

[68] American Association of School Librarians. op cit.

[69] Ibid.

In general, the system school library supervisor is responsible for planning, administering, and evaluating school library programs, and for planning and administering centralized services to library programs at the system level. He has many of the functional responsibilities common to administrative positions. In his case, they include interpreting the objectives and needs of the library programs being offered; consulting with individual librarians about their library programs; and, encouraging librarians, teachers and curriculum specialists to work together for more effective use of school library resources and services.

The district materials center, which may also be referred to as the instructional resource center, curriculum materials center, etc., is the focal point of services provided to school library programs at the system level. The district materials center stores materials of various kinds and makes them available to school libraries and to teachers. In addition, it provides services aimed at increasing the effectiveness of school library programs within the district.

Among the materials recommended for inclusion in the district materials center are professional books and other materials for teachers and school librarians, model collections of books and non-book materials that teachers and school librarians may examine as selection aides, expensive and/or little used materials that individual schools cannot afford to buy and audio-visual materials and equipment of all kinds. The program of services recommended for district materials centers includes demonstrations, workshops, or conferences dealing with materials and their uses; the provision of exhibits and displays of materials which can be examined by teachers and librarians; review and evaluation sessions dealing with materials; and, the production of different kinds of instructional materials - such as films and film strips, radio and television programs, transparencies and other graphic materials for use in either classroom instruction or in the school libraries.

The district materials center concept is especially pertinent when districts are small. The range of materials and services which are available in small districts can be increased when cooperative arrangements are established by two or more districts. The Standards for School Library Programs gives particular attention to this problem, although relatively few examples of multi-district cooperation existed when the standards were written in 1960.

Centralized purchasing and processing of materials - although sometimes provided by an agency outside the school system, such as a state library agency or a public library - are also performed as system services.

Chapter 5

FEDERAL LEGISLATION AFFECTING SCHOOL LIBRARY PROGRAMS

A number of pieces of federal legislation have had significant impact upon programs of school library service in recent years. The respective bills are discussed below. A summary account of the provisions and current funding of the major federal legislation affecting school libraries is presented in Exhibit I at the end of this chapter.

THE ELEMENTARY AND SECONDARY EDUCATION ACT OF 1965

In 1961, the survey Project Talent[70] demonstrated the importance of school libraries. Well-stocked school libraries, the services of trained librarians, up-to-date textbooks and other teaching and learning materials were found to compose one of the four most important factors contributing to student performance in terms of academic achievement, staying in school and going to college. In that same year, over 10.6 million public school students, the majority in elementary schools, had no access to school libraries.

Title I of the Elementary and Secondary Education Act, signed in April 1965 and amended in 1966 with the addition of a title authorizing a program for aid to the education of handicapped children, has offered over $1 billion annually in grants to public educational agencies to meet the special educational needs of disadvantaged children in low-income areas, children in institutions for the handicapped, neglected or delinquent children, children of migratory agricultural workers and American Indian children attending federal schools. Nine hundred eighty-seven million dollars were spent during the fiscal year 1966, providing benefits for about eight million children. While 65 percent of the projects undertaken included remedial reading or other emphasis on the language arts, many states gave high priority to the development of elementary school libraries.

School districts eligible for Title I funds may use the grants to remodel their schools to provide library facilities or they may employ librarians to serve the special needs of educationally deprived children. Many schools have consolidated their classroom collections of materials into centralized collections. Supervisory positions have been created and processing centers developed to increase the efficiency of technical services and to enable librarians in individual schools to devote more time to the needs of students.

---

[70] Flanagan, J. C., et al. Project Talent. Boston: Houghton, Mifflin & Co., 1962.

The Education Department of the State of New York has made suggestions concerning several projects eligible under Title I.[71] The use of bookmobiles or "mobile reference centers" is recommended. Some companies are marketing prefabricated library units which can be attached to elementary schools which lack centralized library facilities. These units can be purchased with Title I funds. Title I has also provided monies for the acquisition of books, periodicals, pamphlets and other resources to raise standards in school libraries in educationally deprived areas. School library aides and other clerical and non-professional personnel, as well as certified librarians, can be secured with Title I funds.

The effectiveness of Title I of ESEA is enhanced when school libraries receiving Title I funds obtain further assistance for the purchase of materials under Title II of the same Act.

Title II of ESEA is designed to help improve the quality of instruction in public and private elementary and secondary schools by providing funds for school library resources, textbooks and other printed and published instructional materials. Acquisitions may include books, textbooks, periodicals, documents, maps, pictorial or graphic works, charts, globes, sound recordings, transparencies, films and other printed or audio-visual materials. Excluded are purchases of equipment, materials intended for religious instruction, and materials consumed in use or those which cannot be expected to last for more than one year. In the fiscal year 1966, $100 million was appropriated for Title II, helping 19,000 school districts to establish new public school libraries, expand and improve existing collections and provide newer types of instructional materials. Since the program began, the average per pupil expenditure for library materials in public schools has risen from $2.37 to $3.71.[72] For fiscal year 1967, a total of $102 million has been made available under Title II.

During 1966, all state plans submitted under Title II were approved. The approved plans are estimated to have served as many as 49 million students and 1.9 million teachers in public and private elementary and secondary schools. Corollary effects have been generated, notably among state education agencies which are using administrative funds to conduct workshops, provide consultative services and prepare publications for in-service education in the selection and utilization of instructional materials. Eighteen states have set aside portions of Title II funds to provide additional materials for a limited number of model public school libraries or instructional materials centers, or for collections of materials for loan to children and teachers in public and private schools with special instructional projects. Thirty-one states, eleven for the first time, have added school library supervisors to their state staffs.

---

[71] Stevens, Frank A. "An Even Break for the Poor; The Gadfly of the Education Act." in "The Education Act: Off the Ground." Library Journal, February 15, 1966.

[72] U. S. Office of Education. "What's New in the ESEA Amendments." American Education, February, 1967.

A brief report which appeared in the Kansas Library Bulletin in Spring, 1966 under the heading "Title II's Impact on Kansas Schools," is an illustrative example of the effects of Title II. In addition to the increased rate of acquisition of materials for school libraries in Kansas, the number of school library supervisors in the state increased; colleges and universities provided more training for additional library personnel; workshops were given for school librarians, administrators, and teachers; and, cooperation between public and private school librarians and administrators was strengthened.

Title III of ESEA makes grants directly to local educational agencies for supplemental educational centers and services. It is intended both to support needed supplementary services and to encourage innovative applications of new educational programs. Projects may be developed which attempt to invent a creative solution to a particular problem, demonstrate a program which might be suitable for widespread use or adapt an exemplary program to local educational requirements. Local school districts, intermediate units and interstate combinations of school districts may cooperate in planning projects. Title III projects may utilize not only local school resources, but those of other community educational and cultural institutions - including museums, libraries and theatres - and may serve both public and private school students as well as adults. About 10 million children and 6,000 school districts are currently benefiting from Title III programs involving such techniques as team-teaching, computer assisted instruction, and programmed learning.

Many Title III projects have strong library components. Provisions for centralized educational services in an area can include supplementary instructional materials centers holding specialized books, audio-visual materials, programmed materials and short-lived inexpensive materials. Other materials such as musical instruments and scientific materials can also be purchased with Title III funds. Such items of equipment as video-tape systems can be acquired and services which facilitate the effective use of all library resources - such as centralized research and reference, ordering and processing services - can be supported by Title III funds. Finally, Title III funds may also be used to support production facilities geared to develop specialized teaching materials. School libraries might use Title III monies to build new collections for specialized curricula; for cooperative programs with public libraries; for modern communications media and new instructional equipment; to train school personnel in the use of new materials and equipment; for mobile educational services; or, to encourage parents to participate in the programs of supplementary educational centers. For fiscal year 1967, $135 million has been made available to sustain current Title III projects and to fund new ones.

Title IV of ESEA, intended to support research on the major problems of education, affords opportunities for investigations into such questions as the relationship of school library materials and services to learning and achievement. A sum of $29.6 million has been appropriated in fiscal year 1967 for the purposes of this Title. Only part of this amount, however, can be expected to be applied to research affecting school libraries.

Title V of ESEA, intended to improve the leadership resources of state education agencies, can be used by state education departments to augment school library supervisory services at the state level. Twenty-two million dollars was appropriated for Title V in fiscal year 1967.

THE NATIONAL DEFENSE EDUCATION ACT

In 1964, a bill was signed amending the National Defense Education Act of 1958. Three titles in the revised bill contain provisions which affect school libraries.

Matching grants to the states and loans to private schools are provided for under the provisions of Title III of NDEA for the purpose of strengthening instruction in "critical" subjects such as science, mathematics and foreign languages. The amended version of Title III in 1964 added English, reading, history, civics, and geography as "critical" subjects and also added provisions for new equipment, teaching materials and for reinforced state supervision. Title III does not refer specifically to school libraries, but many of the purchased materials may be incorporated into school libraries. Provisions for new equipment are used to build audio-visual equipment inventories.

Title V of the amended version of NDEA provides support for the guidance, counseling, and testing of able students. Library source materials may be written into state plans for guidance and counseling programs in elementary and secondary schools or in public junior colleges and technical institutes. Materials purchased may include books, pamphlets, periodicals, and audio-visual materials in the guidance fields.

Title XI of NDEA, as amended, incorporates what was Title VI-B of the original NDEA. The Title is aimed at improving the qualifications of elementary and secondary teachers and related specialists, including school librarians. In the summer of 1966 and the winter of 1967, 32 NDEA institutes for school library personnel provided opportunities for continuing education for 1,031 school librarians. In summer 1967, 530 school librarians attended 18 NDEA institutes; in addition, 5 summer institutes for educational media specialists were open to school librarians.

For fiscal 1968, funding of institutes for school library personnel will be administered under Title II-B of the Higher Education Act of 1965, while institutes for media specialists will continue under NDEA Title XI.

THE VOCATIONAL EDUCATION ACT

The Vocational Education Act of 1963 covers a wider range of programs addressed to a greater variety of citizens than any previous vocational educational legislation. The section of the Act which relates to area technical education programs is of particular interest to school librarians. Four types of schools are included in these programs: 1) specialized high schools providing vocational education to full-time students; 2) departments of high schools providing vocational education in no fewer than five different fields to full-time students; 3) technical vocational schools; and, 4) departments or divisions of junior colleges, community colleges or universities providing vocational education in no fewer than five different fields under the supervision of a state board for vocational education, but not granting the baccalaureate. Payments for librarians' salaries, library materials and the cost of construction of library buildings to support these programs may be reimbursable. Funds for construction of facilities for vocational and technical education programs are specifically included in the legislation.

THE ECONOMIC OPPORTUNITY ACT

The Economic Opportunity Act of 1964 is not intended per se as educational legislation, but it does have provisions which affect school libraries. The work training program provided for in Title I-B trains drop-outs, high school pupils and adults up to age 22 for useful employment. This program can be a source of clerical personnel for school libraries. Almost 90% of the salaries of such individuals are paid by the federal government while they are in training. Title II-A, providing for urban and rural community action programs, enables school libraries to serve as study centers in deprived communities.

THE HIGHER EDUCATION ACT

The Higher Education Act of 1965, together with its 1966 Supplemental Appropriations Act, affects school libraries by providing fellowships for teachers, school librarians, educational media specialists and others intending to embark upon careers in elementary and secondary schools, and by providing short-term training institutes for school library personnel (beginning in fiscal 1968). Institutes for school librarians, the administration of which has been transferred to the Higher Education Act from the National Defense Education Act, will be offered under Title II-B and will be available to school librarians selected by the institutions which have received grants to sponsor such institutes.

Title I-C of the Economic Opportunity Act of 1964 was transferred to the Higher Education Act as Title IV-C. Under this Title, funds are provided for a work study program offering part-time employment to college students from low-income families. These students may serve in their own institutions or in any public or private non-profit organization. Thus, they may appropriately be employed as school library clerks or aides.

Teacher fellowships authorized under Title V-C of the Higher Education Act were first awarded in 1966-67. Seventy fellowships for prospective school librarians were awarded by 10 schools and 40 fellowships for advanced study were awarded to experienced school librarians or to library schools.

THE NATIONAL FOUNDATION ON THE ARTS AND HUMANITIES ACT

The National Foundation on the Arts and Humanities Act offers, through Section XII, possibilities for school librarians to acquire special equipment, books and materials suitable for providing education in the arts and humanities. One-half million dollars was authorized for each fiscal year beginning in 1966. Section XIII of the Act provides funds for short-term or regular session institutes for advanced study - including study in the use of new materials - to strengthen the teaching of arts and humanities in elementary and secondary schools.

Exhibit I

MAJOR FEDERAL SUPPORT FOR SCHOOL LIBRARIES, FISCAL YEAR 1967
Programs Administered by the U. S. Office of Education

AUTHORIZATION	PURPOSE	APPROPRIATION
Elementary and Secondary Education Act		
Title I	Provides grants to public educational agencies in low income areas for: development of elementary school libraries, employment of librarians, creation of supervisory positions and training centers for school librarians.	$1,053,410,000
Title II	Provides support for provision of school library resources, textbooks, and other instructional materials.	$102,000,000
Title III	Provides support of supplementary educational centers and services working for the development of new educational programs, demonstration, planning of new curricula and library research.	$135,000,000
National Defense Education Act		
Title III	Provides grants to the States to strengthen the instruction in science, mathematics, modern foreign languages and other critical subjects, including English, history and civics. Purchased materials are incorporated into school library.	$79,000,000
Title III	Provides loans to private schools to improve instruction in critical subjects.	$1,500,000

Exhibit I
(continued)

AUTHORIZATION	PURPOSE	APPROPRIATION
National Defense Education Act (cont'd)		
Title V-A	Provides grants to assist in establishing and maintaining guidance, counselling, and testing programs. Materials include books and audio-visual materials.	$24,500,000
Title XI	Provides grants to support teacher institutes for the improvement of elementary and secondary teachers and related specialists.	$30,000,000
Vocational Education Act of 1963	Provides grants to develop research and training, experimental and pilot programs for special vocational need. Section covers payments for librarians, library materials and construction of facilities.	$10,000,000
Higher Education Act		
Title II-B	Increases opportunities for training in librarianship.	$3,750,000
Title IV-C	Provides grants for the part-time employment of college students (work-study programs) who can work in school libraries.	$134,100,000
Title V-C	Provides grants to improve the quality of training of elementary and secondary teachers and related personnel, including school librarians.	$12,500,000
National Foundation on the Arts and Humanities	Provides grants to strengthen the teaching of the humanities and the arts in elementary and secondary schools.	$500,000

Source: U. S. Office of Education, "1967 Report on Federal Money and Recent Legislation for Education," American Education, February 1967.

Chapter 6

MAJOR TRENDS IN SCHOOL LIBRARY DEVELOPMENT

School library service in the United States is changing perhaps more rapidly than any other type of library service. The formulation and acceptance of standards which set high goals for the development of school library programs, and the recent provision of substantial amounts of federal support, have been major factors in promoting change. The Knapp School Libraries Project has been another major influence on school library development. Promotion of the "unity of materials" concept, increased understanding of the importance of instructional materials in teaching, and greater appreciation of the advantages to be gained by providing centralized services on a systemwide or statewide basis, have also contributed to changes in the prevailing patterns of school library services. Evidence indicates that these trends will continue, with the result that more and more schools will incorporate library programs and existing school library programs will be expanded and developed.

The trends in the development of school library programs are referred to throughout the discussions in the preceding chapters of this report. In this chapter, they are isolated for purposes of discussion.

REVISION OF STANDARDS

The publication of the ALA Standards for School Library Programs in 1960 precipitated a round of revision and upgrading of standards which affected school library programs in nearly every state. These standards were germinal, not only in the sense that they induced this upgrading of state standards, but also because they gave impetus to efforts aimed at accelerating the development of school library programs. The Knapp School Libraries Project, for example, had as its major goal the establishment of demonstration programs tailored to meet the new standards. It is probable, moreover, that the publication of the 1960 standards, and the events which followed, contributed much to the climate in which the Elementary and Secondary Education Act of 1965 was passed.

The national standards for school library programs are presently being updated through a joint effort of the American Association of School Librarians and the Department of Audio-Visual Instruction of the National Education Association. These standards, which are scheduled to be published in 1968, will give even greater emphasis than did those of 1960 to the unity of materials concept and to other advanced ideas on the nature of school library service. Consequently, it is likely that the influence of standards revision on school library development will continue into the 1970's.

FEDERAL SUPPORT FOR SCHOOL LIBRARY PROGRAMS

School library development, considered on a nationwide basis, has been accelerated tremendously by federal support, chiefly under Titles I and II of ESEA. Nearly 3,500 centralized libraries have been established in elementary schools and many thousands of school library programs at both the elementary and secondary levels have been strengthened by this legislation.

EMPLOYMENT OF SUPERVISORY AND SUPPORT PERSONNEL FOR SCHOOL LIBRARY PROGRAMS

Historically, most school librarians operated without direction from a central source and with minimal supporting staffs. In the past several years, this situation has been gradually changing. State departments of education have hired school library supervisors or expanded their supervisory staffs; school systems have hired school library supervisors or established posts for district supervisors of instructional materials; and, school systems have made paid library aides and clerks available for school library programs. Much of the strengthening of department of education supervisory staffs has resulted from increased federal support. To the extent that federal funds are made available, this trend can be expected to continue.

THE "UNITY OF MATERIALS" CONCEPT

Generally, school libraries have contained only printed materials in their collections. Audio-visual materials, if available at all, were often not part of the library program. Increasingly, school librarians, teachers and administrators have come to realize that it is essential that educational programs are advanced by the utilization of materials in many forms and that the most efficient way to make all media available in the school is to provide them through a single, integrated instructional materials program.

PRODUCTION AND DUPLICATION OF INSTRUCTIONAL MATERIALS WITHIN THE SCHOOL SYSTEM

The availability of new equipment and techniques has led to an increased tendency to produce materials of instruction within the school or the school system. Foreign language laboratories first employed audio material taped within the school or the school system. This audio technique has been applied to other areas of instruction, while the advent of video tape equipment has encouraged the local production of visual as well as audio material. Students, teachers, librarians, and library aides are increasingly involved in the production of these materials.

USE OF NEW TECHNOLOGY

Record players and still and motion picture projectors have been in use in schools for several decades and their importance in instructional programs continues to grow. Now, new techniques for the storage and presentation of materials of instruction are being employed. The use of audio tape equipment, which first became widespread in the 1950's, has increased greatly in the 1960's. The utilization of video tape equipment is only now beginning, but it is a development which will eventually have a major impact on the methods of instruction.

Audio and video tape programs can be centrally stored to be made available to students using individual carrels equipped with dial access and audio and video receiving equipment. Similar dial access techniques will soon be used on a larger scale to transmit taped materials from centralized storage to individual classrooms and, in time, to schools located at some distance from the central storage facility.

Teaching machines, including computerized instructional aids of many different kinds, are coming into use and the availability of quality programmed materials is increasing rapidly.

PROVISION OF CENTRALIZED SERVICES

In the 1960's, to a greater extent than ever before, services intended to guide or to support school library programs in individual schools have been made available at the state and the school system or district levels. The increased employment of state school library supervisors has been part of the provision of guidance services for individual programs at the state level. In a few cases, centralized purchasing and processing services for school libraries have been provided at the state level, by state library agencies or through other arrangements.

At the system level, there are many examples of the development of centralized services, including: the employment of school library supervisory personnel; the provision of purchasing and processing on a system-wide basis; the establishment of centralized facilities for the storage and cooperative use of expensive or infrequently used materials; the production of instructional materials; and, the review and evaluation of new materials and equipment.

Chapter 7

THE PROBLEMS OF SCHOOL LIBRARIES AND APPROACHES TO THEIR SOLUTIONS

It is imperative that the nation's elementary and secondary schools provide better library and informational facilities, resources and services for their students and teachers. The major problems facing school libraries are those which prevent them from achieving their full potential in the educational programs of the schools and in those newer teaching methods which seek to individualize instruction.

The issues enumerated in this chapter, like the trends in school library development discussed in the preceding one, are woven through the sections of this report. These problems have been the concern of leaders in the school library profession, of school librarians across the country and of informed teachers, administrators, and legislators. Most of them have been discussed in the literature of school librarianship.

Approaches to the solution of some of these problems are relatively well known and accepted. Progress, therefore, depends upon the commitment of more resources in areas of agreed-upon need. In other cases, the best approach to a solution is less well defined. Moreover, some of the problems identified may be alleviated by action suitable for public policy. Others are best attacked within the school library profession itself. Thus, the discussion below is intended for consideration by the government, educators, and school librarians themselves.

1. The absence of libraries in many schools.

Many schools, perhaps as many as 20,000, still do not have libraries. This condition is a consequence of inadequate financing and, in some instances, lack of understanding and commitment on the part of school administrators or public officials to the importance of school library service in the educational process.

Title I and more especially Title II of ESEA have enabled localities with limited financial resources to make substantial progress in the development of school libraries. Much greater funding of these titles will be required, however, if those schools still without library facilities are to be enabled to establish them.

Such increased appropriations raise the question of the relative shares of the cost of providing school library service that should be borne by the federal, state, and local governments. Research into this matter, which applies to all educational and and library services required throughout the country, ought to be promoted by the National Advisory Commission on Libraries. Although the "optimum" federal share of the cost of school library service must await the conclusions of such research, there seems little doubt that, given the large proportion of total available public revenues controlled at the federal level, the federal government must be prepared to increase its responsibility for the provision of school library service.

It is a function of librarians and other educators to continue efforts to promote within their own circles, as well as among public administrators, a recognition of the need for good school library service.

Federal legislation affecting schools and/or school libraries should be written in a fashion that would provide incentives for the development of school library facilities where they do not now exist. It would be possible, for example, to add a provision to ESEA Title I specifically aimed at fostering the establishment of school libraries, or to expand Title II to cover library facilities. An objection to the first approach lies in the fact that it would limit assistance to disadvantaged areas. Many localities lacking school library facilities do not qualify for "disadvantaged" assistance, but nevertheless find the costs of quality library service difficult to meet.

2. The gap between school library resources and programs as specified in national standards and those which actually exist.

A disparity exists between current national standards for school library resources and programs and what most libraries across the nation now provide. Some of the standards not being met are quantitative standards for materials, staff and other resources; others involve the ways in which school library programs are administered and the extent to which they are integrated with the school's curricular programs.

The federal government might increase its grants to the states under the Elementary and Secondary Education Act with the specific intent of bringing the levels of book collections and other resources in the nation's school libraries up to the standards. Such action would, however, be likely to precipitate questions among legislators about the validity of the quantitative standards themselves. Although these standards have received wide acceptance among educators, it is evident that there is a need for high-level research aimed at producing justification of these guidelines which would be meaningful to appropriating bodies.

Shortcomings in the manner in which school library programs are conceived and administered should be approached through the development of pre-service and in-service education of teachers and administrators as well as librarians. Fostering attitudes which will lead teachers and administrators to take maximum advantage of school library programs needs to be done at every stage of their careers. The pre-service education of teachers should include instruction in materials and their use. School administrators should support arrangements that involve teachers in the programs of the library. In-service training of teachers and librarians in the use of instructional materials could be partly accomplished through teacher training institutes such as those provided for under the Higher Education Act.

3. The need for more rapid implementation of the use of new materials and techniques in school library service.

Faster implementation of the use of new materials and new techniques in school libraries needs to be encouraged. The amount of experimentation with innovative kinds of school library service is directly related to the level of appropriations under ESEA Title III for pilot projects, such as those mentioned in this report. Increased funding in Title III would support a larger number of innovative and exemplary projects.

4. The special difficulties of inner-city areas in establishing adequate school library programs.

It becomes increasingly difficult to finance adequate school library programs in inner-city areas, where the need is often especially great, because of the tax-base erosion which is occurring in the country's metropolitan centers. Although the ESEA Title I program has been massive, the needs seem more massive still. An alternative to simply increasing appropriations under Title I would be to supplement that title with substantial support for school libraries in the model cities legislation.

5. The difficulties and inefficiencies inherent in providing school library services in very small school districts and in thinly populated rural areas.

It is difficult to provide for and administer school library services efficiently and economically in very small school systems and in thinly populated rural areas. These difficulties apply to all elementary and secondary educational services in those environments.

The problem of providing library service in sub-size school districts can be approached by either a consolidation of school districts and the formulation of intermediate units, or an increase in cooperative inter-system arrangements for the sharing of school library resources and services. The government might require the development of a state plan for further consolidating school systems as a prerequisite to grants under Title III of ESEA or, alternatively, some portion of Title III funds might be earmarked for projects leading to such consolidation. In thinly populated rural areas, provision of bookmobile or "resource mobile" service in addition to library resources housed in schools - while not equivalent to easy access to a good school library - is one solution to the needs of children for school library service; an effective delivery service from a larger district or from a regional materials center is another.

6. The high capital cost of school library facilities.

The high capital cost of school library quarters, furniture and equipment is a problem for all schools. It is especially acute for older schools with inadequate or without library facilities, for many independent and parochial schools and for schools in inner-city areas.

Although Title I of ESEA has been helpful in meeting some capital costs in schools serving disadvantaged students, the effect of the legislation, viewed in terms of the overall requirements for adequate school library facilities, has been very limited. This is a consequence of the wide range of other needs to which Title I funds have been applied, and the fact that many schools which require financial assistance in undertaking school library capital projects do not qualify for Title I allocations.

Provision of legislation similar to Title II of LSCA, which provides funds for public library construction, for the construction or remodeling of school libraries could result in significant progress being made in this area. Substantial funding of such a bill would be required to meet the needs which exist.

7. The critical problems associated with school library manpower and training.

There are a number of school library problems that can be traced directly to matters of manpower and its training. There is urgent need for additional staff of all kinds to provide the services that students and teachers require.

The most critical specific needs are:

a. the need for large numbers of certified school librarians to bring library programs up to standards;

b. the need for large numbers of certified school library supervisory personnel for employment at state and system levels;

c. the need for supporting clerical and technical personnel in school library programs; and,

d. the need for adequate job definition for both professional and technical workers in school libraries. This problem is reflected in the lack of direction in two-year college programs attempting to train such technical staff.

Inadequacies in the numbers of professionals entering the school library field are related, as are professional shortages in other kinds of libraries, to the scarcity of accredited library schools and the inadequate support of existing schools. The problem of securing school librarians is further aggravated by the fact that librarians need five years of college or university training rather than four. Prospective teachers who might be interested in becoming school librarians may abandon or postpone the step because of the additional delay in beginning professional life. An approach to the five-year training/salary problem can be made by relating undergraduate programs for school librarians to graduate programs in order to establish a professional "ladder." This would permit many more individuals to be employed as school librarians at current starting salaries while they pursue graduate work. Furthermore, provisional licenses could be granted to beginning school librarians who are candidates for the master's degree. This is now the practice in some states.

The school library manpower project proposed by the American Association of School Librarians and now under review would attack several of the problems listed above by providing for task analysis at all position levels, and by providing for increased opportunities for graduate study in school librarianship. Task analysis and subsequent employment of non-professionals for truly non-professional jobs could help alleviate the pressing shortage of professional school librarians.

Fellowships for graduate study in librarianship funded under Title II of the Higher Education Act may, in time, help increase the numbers of faculty members available for graduate library schools, but a much greater effort seems to be needed.

8. The need for increased support of state school library supervisory programs.

School library supervisory personnel who are needed in greatly increased numbers also need increased support for their programs if they are to do the best job of promoting improvement of school library services in their respective areas. This problem should be approached through increased funding of ESEA Title V, which provides for strengthening state departments of education, rather than through a proliferation of legislation with a separate title directed at the improvement of such services.

9. The lack of provision for school library staff or equipment in ESEA Title II.

While ESEA has provided vital benefits to students and teachers in the form of school library materials, its failure to provide funds for staffing and equipment - unlike ESEA Titles I and III - and the insufficient provision for administrative costs in the Title, have aggravated the manpower problems and resulted in undue hardships for many school districts and systems, especially in large cities.

Some beneficiaries under Title II, woefully short of facilities and staffing, have combined Title I grants for library projects with their grants for materials in a very effective way. Most have been unable to do this, however. Problems associated with staff and equipment shortages have been the consequence. Large numbers of new books await processing, there are often no shelves to put them on when they have been processed, and there have not been enough library staff members available to consult with teachers and students about selection of materials to be purchased. Furthermore, large city school systems which are required to provide processing service to hundreds of private schools for Title II materials have incurred administrative costs, which are shared by the states under the latest rulings affecting the administration of ESEA, beyond their portions of the total 5 percent allowance for administrative costs written into the Title.

In view of the existing personnel shortages in school libraries, Title II should be expanded to allow expenditures for staff and equipment necessary to process the increased volume of materials acquired. Similarly, the Title's provisions for administrative costs should be reviewed on the basis of the first year's experience to assure coverage of expenditures associated with the processing and record keeping for non-public institutions. The decision to leave the percentage of Title II grants allowable for administrative costs at 5 percent, rather than lower it to

3 percent in the second year, gave recognition to the fact that total administrative costs were higher than expected. Indications are that the percentage allowable for administration should be further increased.

10. The copyright problem.

School librarians are concerned that copyright restrictions may limit the freedom and flexibility of teachers and librarians in using copyrighted materials for educational purposes as new techniques for the duplication and transmission of the contents of materials come into more widespread use.

Current copyright law makes provision for the "fair use" of copyrighted materials. Although the duplication or transmission of material for educational purposes is generally considered fair use, there is still uncertainty about whether a particular educational practice infringes on an author's right to sell multiple copies of the material involved. Since educational practices which infringe that right will have to be abandoned or modified in the future, it is urgent that problems of copyright be given prompt and renewed attention by the federal government.

11. The need for better school library statistics.

Leadership and action is required at local, state and federal levels for the accumulation and distribution of complete and timely statistical information on school library programs. This need calls for the development of a national consensus on the manner and terminology of statistical record keeping. At the federal level, development of current and consistent annual statistical series for school libraries on a nationwide basis is badly needed. The reorganized National Center for Educational Statistics may be able to perform this service. Otherwise, such efforts in the Bureau of Elementary and Secondary Education of the U. S. Office of Education ought to be upgraded.

12. The need for research on school library programs.

Descriptive, analytical and experimental research in the school library field is needed in many areas such as the aforementioned task analysis; on the use of materials in teaching and learning; on patterns of school library supervision; on the relative strengths and weaknesses of different communications media; on evaluation of federally-funded programs; and, on the best ways of providing school library service in remote rural areas. Funds for research could be channelled through state departments of education, state library agencies, colleges and universities or through other organizations. A continuing National Advisory Commission on Libraries could play a major role in establishing priorities for, coordinating and evaluating such research from the standpoint of public policy.

The increased numbers of graduate students doing doctoral work in librarianship as a result of greater support for fellowship programs contributes directly to the amount of research in process. They provide another avenue for encouraging investigative activities in school librarianship, provided a reasonable number of them do their work in the school library field.

13. The need to hasten the implementation of centralized technical processing for school libraries.

State library agencies and/or departments of education and the federal government must engage in cooperative programs to advance the development of centralized technical processing for school libraries in those instances in which commercial processing does not offer a reasonable alternative.

Applications and grants made under ESEA Title III for the purpose of establishing centralized processing facilities have shown some evidence of lack of planning for statewide processing services. Care should be taken when such grants are made to insure, to the extent possible, that facilities which are established are part of a carefully predetermined scheme for optimum centralization of technical processing services for libraries within the particular region.

14. The need to hasten provision of district materials center facilities and services.

School systems should make increased efforts to provide themselves with facilities for the centralized storage of expensive films, the production and duplication of instructional materials, the provision of review and evaluations centers and other activities which are best performed on a centralized basis for an entire school system. Funding of ESEA Title III should be increased for this purpose, with the additional provision that projects aimed at the establishment of district materials centers need not be innovative in the sense that no similar projects have been attempted in other school systems. In the past, critical projects have been disapproved, ostensibly because they were not "innovative" enough.

Centers which are established in the future should serve sufficient numbers of schools to provide for efficient operations. For small school districts, special incentives should be provided in the legislation to encourage cooperative arrangements for sharing the services of district materials centers.

The fourteen issues discussed above can be grouped into three general categories. Numbers 1 through 4 treat the primary, critical problems confronting school libraries today; numbers 5, 6, 10, 11 and 12 relate to major concerns that transcend school libraries per se; while, numbers 7, 8, 9, 13 and 14 are devoted to the operational obstacles which prevent school libraries from effectively fulfilling the complex range of their responsibilities in the educational process.

Appendix A

SELECTED BIBLIOGRAPHY

1. American Library Association. Impact: The School Library and the Instructional Program. Chicago: the Association, 1967.

2. American Association of School Librarians. Standards for School Library Programs. Chicago: American Library Association, 1960.

3. Beach, Fred F. and Will, Robert F. The State and Education. Washington, D. C.: U. S. Office of Education, 1958; quoted in Mahar, Mary Helen. State Department of Education Responsibilities for School Libraries. Washington, D. C.: Office of Education, 1960.

4. Broderick, Dorothy M. "Plus Ça Change: Classic Patterns in Public/School Library Relations." School Library Journal, May 15, 1967.

5. Council of Chief State School Officers. Responsibilities of State Departments of Education for School Library Services. Washington, D. C.: the Council, 1961.

6. Darling, Richard L. "Current Activities in School Libraries." Bowker Annual, 1967.

7. Darling, Richard L. Survey of School Library Standards. Washington, D. C.: U. S. Office of Education, 1964.

8. Drennen, Henry T. and Darling, Richard L. Library Manpower: Occupational Characteristics of Public and School Librarians. Washington, D. C.: U. S. Office of Education, 1966.

9. Drennan, Henry T. and Reed, Sarah R. "Library Manpower." ALA Bulletin, September, 1967.

10. Eaton, John. Public Libraries in the United States of America, Their History, Condition and Management: A Special Report. Bureau of Education, Department of Interior. Washington: Government Printing Office, 1876.

11. Ellsworth, Ralph E. and Wagener, Hobart D. The School Library: Facilities for Independent Study in the Secondary School. New York: Educational Facilities Laboratories, 1963.

12. Flanagan, J. C., et al. Project Talent. Boston: Houghton, Mifflin & Co., 1962.

13. Franko, Alfred M.
"Why Mount Vernon put a Library in each Classroom." *Nation's Schools*, March, 1966.

14. Gaver, Mary V.
"Crisis in School Library Manpower - Myth or Reality?" in American Library Association. *School Activities and the Library*. Chicago: the Association, 1967.

15. Gaver, Mary V.
"What Research Says About the Teaching of Reading and the Library." *The Reading Teacher*, December, 1963.

16. Gaver, Mary V. and Jones, Milbrey L.
"Secondary Library Services: A Search for Essentials." *Teachers College Record*, v.68, December, 1966.

17. Grazier, Margaret H.
"The Secondary School Library in Transition." in Picco, John P. (ed.) *The Secondary School Library in Transition: A Report*. Portland, Oregon: Knapp School Library Project and the School of Education, Portland State College, March, 1967.

18. Kennon, Mary Frances and Doyle, Leila Ann.
Planning School Library Development. Chicago: American Library Association, 1962.

19. Mahar, Mary Helen.
State Department of Education Responsibilities for School Libraries. Washington, D. C.: U. S. Office of Education, 1960.

20. Montgomery County (Md.) Public School System.
Review and Evaluation Procedures for Textbooks and Instructional Materials. (mimeographed).

21. Schwilck, Gene L.
"Million Dollar Carrels." and "Oak Park's Title III Project." *Library Journal*, January 15, 1967.

22. Stevens, Frank A.
"An Even Break for the Poor; The Gadfly of the Education Act." in "The Education Act: Off the Ground." *Library Journal*, February 15, 1966.

23. Stone, C. Walter, Darling, Richard L., Goldstein, Harold, and Lewis, Philip.
A Library Program for Columbia. Pittsburgh, Pa., 1965. (available from the Council on Library Resources).

24. Tauber, Maurice F. and Stephens, Irlene R.
Conference on the Use of Printed and Audio-Visual Materials for Instructional Purposes.(New York: Columbia University School of Library Service). 1966.

25. U. S. Office of Education.
Annual Reports of Title II, Elementary and Secondary Education Act for Fiscal Year 1966. (unpublished).

26. U. S. Office of Education.
Education Directory 1964-65. Washington, D. C.: Government Printing Office, 1965.

27. U. S. Office of Education.
Public School Library Statistics, 1962-63. Washington, D. C.:Government Printing Office, 1964.

28. U. S. Office of Education Statistics for 1962; quoted in *Nation's Schools*, March, 1966. p.85.

29. U. S. Office of Education.
"What's New in the ESEA Amendments." *American Education*, February, 1967.

30. Witt, Paul W. F.
"Pre-service Education of Teachers in the Selection and Use of All Types of Instructional Materials with Implications for the School Library," in U. S. Office of Education. *The School Library as a Materials Center*. Washington: Government Printing Office, 1964.